

The COMPASS

AMERICAN ASSOCIATION OF SOCIAL WORKERS
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In this Issue

- The Constitution and Social Security
- Social Work and the Insurances
- A Chapter Chairman Retires and Reports
- Interpretation via Letters to the Editor

BOOK NOTES—CHAPTER ACTIVITIES—ADMINISTRATIVE
COSTS — MEMBERSHIP — UNEMPLOYMENT INSURANCE
AND OTHER SUBJECTS

SOME time ago chapters and members were asked via a questionnaire for their comments and suggestions for improving the content and make-up of THE COMPASS. Members may anticipate certain changes and modifications in future issues in accordance with suggestions received.

A GLANCE through the file of back numbers of THE COMPASS reveals a steady and healthy development. Volume I, Number 1, published December, 1920 was a four page bulletin, designed "as an exchange for ideas, information and experience." THE COMPASS has outgrown its original four page format and has undergone several changes in dress, but has clung as far as possible to its original purpose of serving "as an exchange for ideas, information and experience."

THE constitutionality of new legislation is a subject for warm debate in legal circles. In this issue a social worker with a legal background discusses social security from the point of view of law and social work in an article entitled, "Some Social Work and Legal Notes..."

WHAT social work skills will be required for the administration of the social insurances? Joanna Colcord presents her views on this subject in this issue. Subsequent issues will bring you the point of view of other competent discussants.

A RETIRING chapter chairman leaves behind a record of accomplishment as a legacy to the chapter. Seldom, however, is this legacy summed up in a report as neatly as is the one by Miss Margaret M. Wagner of Cleveland, included in this issue.

SKILLFUL use of publicity can focus public attention on the real issue involved in a controversy. The New Jersey Chapter recently utilized this technique in taking a stand for personnel selection and retention in public agencies on a merit basis. A brief report of the incident is included under Chapter Activities in this issue.

Contents

Article	Page
The August Issue.....	2
Some Social Work and Legal Notes on the Constitutionality of the Social Security Act	3
REUBEN RESNICK	
Social Work and the Social Insurances..	8
JOANNA COLCORD	
Understanding Membership Requirements	10
GRACE MARCUS	
Professional Students and the AASW...	11
Statement of AASW Purpose and Program	12
WALTER WEST	
A Retiring Chapter Chairman Reports..	13
MARGARET M. WAGNER	
Detroit Defense Committee Plans Appeal	15
Letters to the Editor.....	16
(Two recent examples of interpretive letters.)	
Denver Scholarship Committee Report..	19
Unemployment Insurance	20
The Cost of Administration.....	21
Chapter Activities	22
The AASW Program At Indianapolis....	24
Christine C. Robb Resigns.....	28
Washington State Merit Exams.....	28
Murray-Hatch Bill	29
Book Reviews	30-31

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SOME SOCIAL WORK AND LEGAL NOTES ON THE CONSTITUTIONALITY OF THE SOCIAL SECURITY ACT

By REUBEN RESNICK

FOREWORD

It should be obvious to the reader that the article that follows was written before the United States Supreme Court upheld some of the provisions of the Social Security Act. It should also be clear that the article does not exhaust the constitutional arguments pro and con on the points involved. It is designed largely to illustrate certain well known and fundamental constitutional maxims and how they operate in legislation in which social workers have had more than a perfunctory interest.

To add to the timeliness of the article, it might be well to summarize briefly the holdings of the Supreme Court in the cases it decided on May 24, 1937:

In the case, *Charles C. Steward Machine Co. v. Davis*, 81 L. Ed. Adv. Opin. 779, the constitutionality of the payroll tax imposed on employers of eight or more by Title IX was upheld. The constitutionality of the tax was challenged on the following grounds: that it was not an excise; that it was not uniform and, further, that there was an unlawful invasion of the reserved powers of the states. Justice Cardozo, speaking for the majority, held these contentions without merit. A five to four decision.

In the case, *Helvering and the Edison Electric Illuminating Co. of Boston v. Davis*, 81 L. Ed. Adv. Opin. 804, the Supreme Court upheld the validity of the system of old age benefits created by Title II of the Social Security Act and the validity of the tax imposed on employers by Title VIII of the Act. One of the main grounds for upholding these provisions is that the scheme of old age benefits is within the power of Congress to spend money in aid of the general welfare. A seven to two decision.

In the cases, *Carmichael v. Southern Coal and Coke Company* and *Carmichael v. Gulf States Paper Corp.*, 81 L. Ed. Adv. Opin. 811, Justice Stone in speaking for the majority (five) added further weight to the constitutionality of some of the broad general questions and, in addition, held that State Acts are not unconstitutional as Acts coerced by the Federal Government. There is no coercion—the Federal Social Security Act provides for cooperation in relief of unemployment—a matter that concerns both the State and Federal governments. In this connection it is important that a state may or may not choose to pass such cooperative legislation, and if it does, it may repeal it at any time.

The validity of the Federal Act has kept intact at least thirty-eight State Acts which were dependent upon the continued validity of the Federal Acts. Of the ten remaining states, seven have no laws, and three have laws that are not dependent upon the continued effectiveness of the Federal Act.

The Federal Social Security Act has furnished social workers and lawyers with much material for comment. State and National Conferences of Social Work, sectarian and non-sectarian, have devoted large parts of their programs to various phases of the Act. Likewise, lawyers, both in academic pursuit and in their professional activities, have examined the Act, but seem to concern themselves primarily with the tax provisions, insurance aspects, and annuity features of the Act. The constitutional aspects of the Act obviously will receive greater emphasis and treatment by the legal profession. Social workers, while interested in the whole legislative measure, for obvious reasons are primarily concerned with the grants-in-aid provisions.

It should be understood that this paper does not mean to treat the adequacy or inadequacy of the benefits to be derived under the Act, but it seeks rather to examine some—those concerned with the grants-in-aid provisions—of the constitutional aspects of this legislative measure as it is constituted.

The constitutionality of the tax and annuity

provisions of the Act have caused much speculation, and there are many who see for this first Federal legislative effort in the field of social security, the same fate as suffered by the NRA and the AAA. There is some difference of opinion, however, as to whether the grants-in-aid features of the Act will have to go down with the other titles in the Act, in the event that the latter are declared to be unconstitutional.

There are those who feel that Titles I, IV, V, VI and X,—all the grants-in-aid provisions—can be separated from the Act as a whole. The contention of those who feel that these provisions are separable, and therefore free from the doom that will befall the other provisions, in the event of their unconstitutionality, is that these titles—the grants-in-aid provisions—may be administered without reference to the other titles in the Act. Moreover, it is claimed that the titles make no provision for a tax to raise the appropriation made by the title, and since no provision is made for a tax, it is concluded that the grants-in-aid sections contemplate that the needed appropriation be made out of general funds. It should be said by way

of clarification that if, as frequently happens, some parts of a statute are invalid by reason of their repugnancy to the Constitution, while the remainder is not open to the same objection, in such cases the whole statute is not found unconstitutional, but rather invalid portions are rejected, and effect and operation are given to the valid portion. The general rule is that if the invalid portions can be separated from the rest, and if after their excision there remains a complete intelligible and valid statute, capable of being executed, and conforming to the general purpose and intent of the body enacting the legislation, as manifested by the Act itself, it will not be adjudged unconstitutional in its entirety, but sustained to that extent.¹

Those who insist that these titles are not separable take the view that by the preamble to the Act, and by direct reference in the title, the administration of its provisions is left to the Social Security Board, which body is established by the other provisions of the Act. Moreover, they contend that the grants-in-aid provisions are intended to be part of the whole scheme of the Act.

Quite apart from the view that some see the death of the grants-in-aid provisions because of the fact that they are not separable from the titles in the Act which are likely to be declared unconstitutional, there are those who see certain unconstitutional features in the grants-in-aid provisions themselves. Under the United States Constitution Article I, Section 8, it is provided that "The Congress shall have Power To lay and collect Taxes, Duties, Imposts and Excises, to pay the Debts and provide for the common Defence and general Welfare of the United States . . ." Now those who view the unconstitutionality of the grants-in-aid titles claim that this clause gives no power to Congress to provide for the general welfare independently of the general taxing power. Congress, it is therefore asserted, cannot raise money by taxation, and spend it in pursuit of the general welfare without some very definite limitations.

One of the primary limitations is that the object of the tax and the appropriation must be national and not local. Their reasoning has it that assistance to the dependent aged or dependent children is primarily a matter of family obligation, and next a matter of local concern of the community in which these children and aged reside. If the local community fails, then the State of which they are citizens, should assist. The fact that there are large numbers of dependent aged and children all over the country, does not in the eyes of the strict constructionists of the "general wel-

fare" clause make the situation a national one. Here we see again the conflict with the recognition of the fact that the Elizabethan Poor Law, with its localized administration of assistance to the needy, is totally inadequate to meet the situation.

In the familiarly known AAA case,² the Supreme Court gave consideration to an important constitutional question involved in the Social Security Act—the taxing power of Congress. In the AAA case the facts indicate that a processing tax was levied for the purpose of paying rental or benefit payments to farmers for crop curtailment. The question was the validity of this tax. The Court found that the validity of the tax could not be sustained, because the exaction was not a tax for the support of government, and therefore "to provide for . . . general welfare," but was for a particular group. Moreover, it was levied not in the exercise of regulatory power conferred on Congress, but on the contrary, undertook to regulate intra-state affairs.³ On the basis of the AAA decision it is reasoned that the exactions imposed by the Social Security Act cannot be

² U. S. v. Butler, 80 L. Ed. 287.

³ "There is one controversy that has raged with peculiar virulence from the earliest days of our nation. It is that which involves the interpretation of the general welfare clause, which provides 'That Congress shall have power to lay and collect Taxes, Duties, Imposts and Excises, to pay the Debts and provide for the common Defense and General Welfare of the United States.' As you will recall, this was followed by various other clauses relating to the war, fiscal, postal and general powers of the Federal Government. The question arose early as to whether the power to levy taxes, to pay the debts and provide for the general welfare did or did not grant a substantive power to the Federal Government in addition to those that were directly enumerated thereafter. There were two main interpretations, each of which received the support of a distinguished group of statesmen and constitutional lawyers. One became known as the Hamiltonian theory, because it was first advanced by Alexander Hamilton in his famous Report on Manufactures. Hamilton took the position that the grant of power to levy taxes and to provide for the general welfare carried with it the power to appropriate the Federal Funds raised by taxation to any purpose which Congress might determine as being for the general, as distinct from local, welfare. The opposing interpretation came to be known as the Madisonian interpretation, because of the ability and standing of James Madison, who was its most eminent exponent. Madison believed that the power granted to levy taxes and to provide for the general welfare was limited, in the exercise of the appropriating power, to the class of express powers otherwise granted in the Constitution, and that the Congress did not have the right to appropriate moneys for purposes beyond those express powers. The battle over these respective views raged from their first formulation until the recent decision in United States v. Butler. Each side could call from the rolls of the past eminent names to support their theory. The question was several times before the Supreme Court, but not until the AAA case was the controversy finally set at rest."

Stanley Reed, "The Constitution of the United States," *American Bar Association Journal*, Vol. XXII, No. 9, September, 1936.

¹ *Presser v. Illinois*, 116 U. S. 252.

sustained, because (1) it is for a group, and not for support of the government; and (2) because as regulation it cannot be sustained in view of the fact that the Act concerns purely state affairs, and not those within the province of Congressional regulation.

From a practical standpoint, it should be pointed out, that there is some doubt as to whether the constitutionality of the grants-in-aid titles of the Act can successfully be challenged. Social workers will remember the constitutional problem that arose in connection with the enforcement of the Sheppard-Towner Maternity Act. The cases *Massachusetts v. Mellon*⁴ and *Frothingham v. Mellon*⁵ were petitions for enjoining the enforcement of the Act. This Act sought to secure the cooperation of the states in an effort to reduce maternal and infant mortality, and protect the health of mothers and infants. Federal appropriations were made only to those states that accepted and complied with the provisions of the Act.

The Supreme Court refused to entertain the suits on the ground that neither a state nor a taxpayer had a sufficient interest in the Federal appropriation to permit them to ask the Court to review this Act. The Court said:

We have no power *per se* to review and annul acts of Congress on the ground that they are unconstitutional. That question may be considered only when the justification for some direct injury suffered or threatened, presenting a justiciable issue, is made to rest upon such act. Then the power exercised is that of ascertaining and declaring the law applicable to the controversy. It amounts to little more than the negative power to disregard an unconstitutional enactment, which otherwise would stand in the way of the enforcement of a legal right. *The party who invokes the power must be able to show not only that the statute is invalid, but that he has sustained or is immediately in danger of sustaining some direct injury as the result of its enforcement, and not merely that he suffers in some indefinite way in common with people generally.* . . .⁶ (Italics mine.)

We see then that the constitutionality of grants-in-aid titles apparently cannot be challenged because neither a state nor a private citizen can show that they have suffered "some direct injury" as a result of the enforcement of these provisions of the Act. The majority view of the Special Committee on Social Security and Unemployment Insurance Law of the American Bar Association contends, however:

. . . that from the standpoint of the constitutional duty of the members of Congress and of the Executive, it makes no difference that the validity of their action under this title may never be tested because of procedural bars. All of those officers are sworn to uphold

the Constitution of the United States, and if they disregard its limitations they are derelict in their duty. It is no answer that the lack of a justiciable question does not make it possible for the courts to correct their disregard or violation of the law. . . .⁷

Because so much of the administration of the Social Security Act depends on state participation, a discussion of its constitutional phases must of necessity include comment on special provisions found in certain state constitutions. Section 18, Article 3 of the Pennsylvania Constitution provides that:

No appropriations, except for pensions or gratuities for military services, shall be made for charitable, educational, or benevolent purposes, to any person or community, nor to any denominational or sectarian institution, corporation or association.

The Supreme Court of Pennsylvania held the Old Age Assistance Act of 1923 (P.L. 189; Pa. St. Supp. 1924) unconstitutional, as in violation of the above section.⁸ The Court said in part:

It is earnestly contended that the Old Age Assistance Act should be sustained as a poor law, in that the state thereunder assumes administrative control, substituting in part for outdoor relief the method adopted by the Act, adding thereto a new and comprehensive definition of aged poor, and inaugurating a uniform system of poor laws in the commonwealth, in addition to the laws now in force. The poor laws of Pennsylvania were taken from the Elizabethan law of 1601 . . . no material change has been made in these laws except, as contended for by the appellant, by the Act now under consideration. It is urged that the state may define and classify poor persons; if this be true, it is only so to a limited extent; in either attempt it cannot encroach on the manifest prohibition expressed in the Constitution by Section 18 of Article 3, now under consideration. . . . With knowledge of what our "poor laws and persons" from time immemorial have meant, it will be readily seen the subjects considered under the Old Age Assistance Act of 1923 are not within that class, and, though the Legislature may define such persons, it cannot invade the prohibition set forth in Section 18 of Article 3 of the Constitution, thereby enlarging a class well known to those who adopted the Constitution, and who knew of the government's responsibility for their keeping. . . .⁹

In response to a request from the Senate of that state, the Supreme Court of New Hampshire in 1931 handed down an opinion concerning "an Act providing for Assistance to the Aged" in which it held that

. . . by the Constitution, pensions are not to be granted except in consideration of actual services, and never for more than one year at a time. A pension ordinarily suggests the idea of a bounty or reward for service rendered, but the term might include a grant which

⁷ Advance Program of American Bar Association, p. 62.

⁸ *Busser v. Snyder* (1925), 282 Pa. St. 440, 128 Atl. 80.

⁹ *Busser v. Snyder*, supra.

⁴ 262 U. S. 447.

⁵ 288 Fed. 252.

⁶ *Massachusetts v. Mellon*, supra.

was a mere gratuity. Clearly, a grant of assistance to one merely because he had reached a certain age, would be a pension as thus defined, and its constitutional invalidity cannot be doubted.¹⁰

Another, but more obscure constitutional question arises in connection with the manner in which the grants-in-aid provisions of the Act are carried out. Essentially, the constitutional question revolves around the fundamental theory of the separation of powers in our government. "It is a fundamental maxim of political science," says one writer, "recognized and carried into effect in the Federal Constitution, and the Constitution of all the states, that good government and the protection of rights require that the legislative, executive and judicial powers should not be confided to the same person or body, but should be apportioned to separate and mutually independent departments of government."¹¹ The provision in the California Constitution on this point is typical of that which is found in other state Constitutions. "The powers of the government of the State of California shall be divided into three separate departments, the legislative, executive and judicial, and no person charged with the exercise of powers properly belonging to one of these departments shall exercise any functions appertaining to either of the other, except as in this Constitution expressed directed or permitted."¹²

In other words, to the legislative department has been assigned the duty of making laws; to the executive department the duty of executing them; and to the judiciary the duty of interpreting and applying them in cases. "The general rule is that neither department may invade the province of the other, and neither may control, direct or restrain the action of the other."¹³

The Social Security Act lays down certain conditions, and these must be met before Federal approval or assistance is granted. The chief of these provisions are:

1. Financial participation by the state.
2. Assistance plans operate in all political subdivisions of the state.
3. Establishment of a single state agency to supervise and administer the plans for assistance and several others.

It is to be observed that the Social Security Board deals only with the States, and not with each of its political subdivisions. In California the Department of Social Welfare has been designated as the state supervisory administrative authority. It is to this Department that the Social Security

Board looks for an effective administration of the Act in the State.

Where aid to dependent children is administered by the Juvenile Court, as it is in some counties, and where the agencies in the various political subdivisions of the state are under supervision of the state administrative authority, we come face to face with the problem of an executive branch of the government—the State Department of Social Welfare—supervising the Juvenile Court, a judicial branch of the government.

The question frequently has been raised, is the Juvenile Court a judicial branch of the government? Kelso has insisted that "the logic of the situation is that the Juvenile Court is not a court. It is a public child welfare department belonging to the executive branch of the government."¹⁴ However, it has been established, and not successfully controverted, that the Juvenile Court belongs to the judicial branch of the government. The case of *Witter v. the County Commissioners of Cook County et al.*¹⁵ seems to have settled that point in 1912. The case arose as the result of the discharge of John H. Witter, head probation officer of the Juvenile Court of Cook County. His discharge came as a result of an order made by the president of the Board of Commissioners of Cook County. Witter, who held the office for about three years, appeared before the Civil Service Commission of Cook County, where the charges were filed against him. The Commission affirmed the suspension. Witter contended that he was not under the control of the president of the County Board, but that he was a subordinate of the Juvenile Court, and that the suspension by the president of the Board was wholly without authority at law, and that the Civil Service Commission was without power and authority to hear or consider the charges.

The Illinois Supreme Court in ruling that the County Commissioner had acted without authority stated:

... The question to be determined in this case, into which class of these different powers (executive, legislative, and judicial) and duties does the office of probation officer fall? If his powers and duties belong to the judicial department, he must either be elected by the people as the ultimate sovereign authority of the State, or his appointment and removal must be vested in the judicial department, and his appointment cannot be delegated by the legislature to the board of county commissioners, nor his removal to the civil service commission. ... The judicial power is exercised by the judge, with such assistants as he may lawfully have to aid him in adjudicating upon and protecting the rights and interests of individuals. *The Juvenile Court*

¹⁰ *Opinion of the Justices* (1931) 85 N.H. 562.

¹¹ Hency C. Black, *Handbook of American Constitutional Law*, p. 83.

¹² *California Constitution*, Article III, Section 1.

¹³ *Massachusetts v. Mellon*, *supra*.

¹⁴ Robert W. Kelso, *The Science of Public Welfare*, p. 380.

¹⁵ 256 Illinois Reports 616.

exercises a jurisdiction of the court of chancery which is of very ancient origin, and which extends to the care of the persons of infants within the jurisdiction and to their protection and education. . . . The parental care of the State is administered by the Juvenile Court, and that court performs a purely judicial function in hearing cases brought before it. . . .¹⁶ (Italics mine).

For an interesting case involving almost a similar set of facts, see *Nicholl v. Koster*, 157 Cal. 416. In that case it is held that the division of power into executive, legislative and judicial branches of the government applies to the state government, and not to local county and municipal governments which the Legislature might establish. While it held that the Legislature might provide for the appointment of probation officers by the executive department, if the Legislature or the constitution should fail to provide for such persons, a court would have all powers necessary to its convenient exercise, and could appoint such assistants as might be required.

In Colorado in 1932 the Supreme Court held "an act relating to old age pensions," etc. (S.L. 1927, p. 542 c. 143) unconstitutional. The act provided that the commissioners of each county which established an old age pension system pursuant to the provisions of the act, make appropriations necessary to effectuate it. It authorized the county judge to order, as a condition precedent to the granting of relief, the transfer of the applicant's property to the county commissioners as trustees. It provided also that the judge should fix the amount of the pension with the approval of the board of county commissioners, and that the decision of such court and board shall be final. On this provision the court said in part:

We think it requires no argument to demonstrate that the jurisdiction by this act vested in the county court, or conferred upon the county judge is judicial. It is clearly apparent that in fixing the amount to be paid, either the commissioners participate with the judge in the discharge of a judicial duty, or the county judge is prohibited from discharging such duty save by consent of the commissioners, or an appeal from the decision of the county judge lies to the commissioners. In either event, no legislation ever presented a clearer case of the conferring of judicial duties on non-judicial officers. All this is emphasized and aggravated by the following provision that "the decision of such court and board shall be final." So far as the determination of the allowance is concerned, this section need not have mentioned the county judge at all, since it completely paralyzes his judicial power, and makes of the commissioners a court of first and final jurisdiction.¹⁷

In the New Hampshire case previously referred to, the act provided that the administration of the old age assistance system it established be placed in the Probate Courts of that state. While the act set up a commission, the judge under that statute had the power to decide upon all applica-

tions, investigating them when deemed necessary, giving hearings thereon, and making special inquiry when probable cause of improper assistance existed. He also had the power to issue rules and regulations for the enforcement of the act, and could make orders for the payment of assistance. The register of probate under this statute is made trustee of the property of paupers who are aided when the judge orders so on property thus transferred.

Here the court insisted that the judge is invested with powers of an executive character. It said: While a line of division between departments may be difficult to draw with precision and accuracy, there is no difficulty here in assigning the bill as giving authority clearly belonging to the executive branch. Speaking broadly but definitely enough for present purposes, the judicial department is confined to courts of justice established to interpret laws and decide disputes. Judicial tribunals decide upon the legality of claims and conduct. The executive department is the active agency to carry laws into effect and enforce them. The commission set up by the bill unquestionably belongs to it. Administration of a law is placed under its charge and committed to it. The bill proposes that a court of justice shall be the branch of the executive department of the state government in respect to its subject matter. . . . The judicial department can require no power to administer laws relating to pauperism to make its purposes effective, and such laws cannot require administration by the courts to give pauperism efficient treatment. The subject must be classed as one for executive dealing, and is not within any uncertainties of borderland boundaries.¹⁸

The Federal Social Security Act indicates in rather precise form the overlapping so frequently found in the law and social work. A realistic appraisal of the whole Act should include a careful examination of its social and legal ramifications. Lawyers will need and want to understand the social work implications of the Act, while social workers must, of necessity, become acquainted with those phases of this and similar legislation which give it momentum. To be sure, it is as two careful observers indicate, "A study of social legislation is in large measure an analysis of constitutional limitations."¹⁹ Social workers and lawyers since the advent of increased participation on the part of the Federal and State governments in public welfare enterprise have had occasion, at frequent intervals, to formulate, review, and even sponsor social legislation. There is much to be gained by each profession from such cooperative effort.

¹⁶ *Opinion of the Justices*, supra.

¹⁷ *Witter v. County Commissioners et al.* supra.
¹⁸ *City and County of Denver v. Lynch* (1932) 92 Colo. 102, 18 P. (2d. 907).

¹⁹ Charles E. Clark and William O. Douglas, "Law and Legal Institutions," *Recent Social Trends*, Vol. II. p. 1431.

WHAT ROLE WILL THE SOCIAL WORKER PLAY?

The First of a Series of Discussions

The social worker is obviously responsible for clarifying continuously out of his experience the question, to what kinds of situations can he render a service that is different from and better directed than are other available services? Responsibility for limiting social work operation is one aspect of this and one which is increasingly important as specific social measures provide for specific needs which formerly confronted the social worker squarely in his client's 'unmet need.

The question of the adaptability of social work skills in the field of social insurance can be expected to provoke widespread discussion of the relationship between social work training and experience and the administration of insurance provisions. Also the whole extension and expansion of public welfare operation can be expected to provoke discussion on the development of the advisory consultative function of the professional social work group as the less direct application of social work skills in connection with certain governmental welfare functions. Such discussion the Association believes should help to clarify the position of social work as a function based on the premise that special skills (which can be transferred through training) are necessary equipment for any person charged with the administration of programs designed to aid or counsel human beings in difficulty. For this reason *The Compass* has asked several persons in the field to express their point of view on this subject.

The following extracts from a paper given by Joanna Colcord at the Joint Washington, D. C. and Maryland Social Work Conferences presents some of her ideas on this subject and suggests some of the factors in a differentiation between the advisory and the service functions of the social worker. This is the first of a series of discussions of this subject which will appear in *The Compass*.

SOCIAL WORK AND THE SOCIAL INSURANCES

By JOANNA COLCORD

In this country we have had so little experience with social insurance as yet that we are still wondering where social work can fit into it. Social workers, as we understand the term, are persons trained in making individual adjustments. It is of the essence of social insurance that everyone shall be treated alike. Exceptions and appeals are usually decided ultimately by others than the personnel actually engaged in administering the social insurances at the primary level.

The fact that social workers have functioned usefully for years as a part of the administrative machinery for workmen's compensation in New York City, is about the only definite thing we can point to. Here, their duties have been to make social investigations in doubtful cases and turn the results in for the guidance of physicians and the referees who decide the awards. In other words, they have been doing mural case-work as defined by the Milford Conference. It seems to me that beyond any question, there will be a place for medical social workers to contribute their skills in any form of health insurance we may later set up. The doctors will be the controlling factor, as they are in the hospital; and the social workers must make their professional skills further those of the physician. It will not be difficult to prove that insured ill people can be kept

in better health and returned more quickly to their jobs, if the social worker is drawn in to help the medical worker. But we should have no illusion about social workers becoming the actual administrators of health insurance. It is not within their field of competence—where have I heard that phrase before?—either to determine the need to draw benefit, or alone to effect the termination of the need. It isn't, in other words, a social work job.

That there is any similar function for the social worker in connection with unemployment insurance is not so easy to demonstrate. The qualification of joblessness requires no social diagnosis to determine; and termination of the period of drawing benefit can only be accomplished by employment workers able to find and offer jobs. The points at which insurees exhaust their legal right to benefit must also be determined by the employment service; and if they are in need their application thereafter for assistance from public welfare agencies does not require that social workers be actually attached to the staff of the employment service in order to facilitate the process. It would undoubtedly be useful for the public welfare department to place one of its own staff in the public employment bureau to act as liaison officer, but that is a different matter.

There will arise, however, in the course of administering unemployment insurance, questions which involve a person's right to claim benefit when unemployed. Sometimes social factors will be involved. Did Mary Smith leave her position voluntarily and so forfeit benefit? It may be that a crisis arising in her home demanded her presence on a certain day, and her employer took the occasion to fire her. Was John Jones, discharged for misconduct, really culpable, or could certain difficulties which led to his dismissal be adjusted? Should James Brown, expert hand operator in a field now occupied by machines, be trained for some other occupation, and if so, what would his personal make-up and past record suggest as desirable? Is Kate Robinson justified in refusing a job as general house worker by some factor in her life which the employment worker has overlooked?

It may be that social workers attached to the staff of an employment exchange, and subordinate to the management, could grapple with questions like these. But they could deal only with the exceptions, and would have no place at all in the major tasks of determining the fact of unemployment or applying effective means to terminate it. Social workers have a great tendency to believe that any enterprise can be purified or made more efficient by the introduction into it of case workers. If the conditions are such, however, that the social workers thus inserted have no real power, and must go along with the management, even when their own professional techniques are thwarted, the result may be to lower the general stock of social work without raising the level of performance within the enterprise.

If social workers as such are to be involved in the operations of unemployment insurance, it seems to me that the British have found a better way to accomplish it. Instead of being employed as staff members of the Exchanges, social workers in large numbers should be drawn in to sit upon the various policy-making, advisory, appeals, and grievance committees which will have to be developed around the exchanges. In this capacity, they could greatly influence the decisions through which a body of precedent will have to be built up. Working with representatives of labor and the general public, they would not be involved in hierarchical relations to the exchange, but would render it independent service. Social agencies which employ people competent to advise on these problems, and councils of social agencies can render a real public service if they not only make it possible for their representatives to give

the necessary time to serve on such committees, but also if they are alert and aggressive in getting qualified social workers appointed to them.

In the case of old age insurance, participation of social workers is even more difficult to map out. This will be a nation-wide service, federally operated. It is probable that compensation checks will be sent by mail, or paid at the post offices as in England. The only qualification for receipt of benefit will be establishment of age; that for amount of benefit will be recorded amounts and duration of contributions. Continuation of benefit will depend only upon continued and satisfactory evidence that the insured person is still alive and not earning. How these facts are to be established remains to be determined; but they involve no particular duties for social workers.

Payment of old age benefits will be as impersonal as payment of annuities by a commercial insurance company. The federal government will no more expect to take responsibility for meeting the other social needs of its annuitants than does the Equitable, Prudential, or Metropolitan Life. As in all the social insurances, special complications will arise in individual cases, but absence of local machinery for administration will make it difficult to handle appeals, exceptions and grievances through committees. It is interesting to note that the Social Security Act demands of States that operate certain sections that they set up machinery to handle grievances, but the section relating to the government's own old age pension system makes no reference to this subject.

The majority of federal annuitants, living with members of their own families and accustomed to managing their own affairs, will doubtless neither want nor need intervention on the part of the organized social welfare agencies of their communities, but there will be numerous exceptions. The loneliness and the increasing physical ailments of old age can be counted upon to bring a certain proportion of insured old people to the care of health and welfare agencies. Even where their allowances meet their needs, their situation will be only to that extent mitigated, and their other problems left unsolved. If, as a certain number of them are sure to do, they become objects of concern to friends and neighbors, that concern is likely to find its final expression in a call upon the local social agencies; and in this sense, though not as an integral part of the old age pension set-up, social workers will have their part to play in its administration. It may very well be that the state and local agencies engaged in administering old age assistance will accept the role of friend to all the aged, and will render case work service as needed to the recipients of old age insurance residing in their territory.

THE NEED FOR UNDERSTANDING MEMBERSHIP REQUIREMENTS

Problem and Proposal Suggested by the Division on Personnel Standards

Of concern to this Division is the clear evidence that many members do not understand why a professional group imposes standards upon itself and even regard those standards as having been imposed from without in an arbitrary fashion by the officers of the Association. Moreover, it is apparent that many members interested in some practical end of the moment or objecting to the exclusion of particular persons or groups conceive of the membership standards as obstacles to progress toward some immediate goal. To many the relation of membership standards to effective operation in the group seems to be obscure. Moreover the possible effects on social work of changes of one sort or another in membership requirements are not seriously considered.

The Division discussed many points in the ramifications of this which is in a sense the whole problem of the development of the professional association program. Certain tentative proposals about ways in which new members might be given a more thorough orientation to the purposes and functions of the professional group which they are joining were intended as part of this discussion but did not get consideration because of lack of time. These have been formulated by the Chairman and sent to the Division members, inviting opinions and suggestions. Since these constitute an enterprise of the Division which is under discussion, the proposals are reported to the Executive Committee as the Division's possible attack on the whole problem at one strategic point:

The problem about which we are concerned to do something is as follows: Under present circumstances of application for membership and formal admission no carefully considered attempt is made to inform the potential or new member of the reason for membership standards, the purposes of the Association or the obligations incurred in becoming a member. The few informational items which by recent arrangement are issued with the first membership card are of some value. No material, however, exists which is addressed specifically to the new member's understanding of professional participation. Chapters vary tremendously in organizational strength and ability to be of assistance. The capacity of old members to be of real assistance is problematical by reason of all the things that have never been done.

The tendency to think of membership solely as a means to increased bargaining power for individual jobs or as a subscription to certain vague benefits may continue undisturbed and uncorrected

because the individual is never confronted with the idea that membership furnishes an opportunity to exercise certain responsibilities which can be assumed and discharged only by a whole group having expertness and competent experience in the defined professional area. Members whose primary natural motive for acquiring educational credits has been the achievement of a status having economic value to them as individuals may retain an empty negative concept of the membership requirements and may rest on their oars by paying dues and attending occasional meetings. Other members, often potentially the most valuable, may enter the Association so easily upon graduation from an accredited school that they meet no challenge at the points of application and admission which helps them to distinguish between a *personal* technical development and a *personal* responsibility for their job performance and the *professional* development and responsibility which relates them to the issues involving the welfare of all clients, the services of all agencies, and the progress of a total professional practice.

Without interpretation, the exclusive restricting influence of membership requirements is likely to appear unjustified since the purposes which are safeguarded and served by selection remain nebulous. When membership requirements are seen to be something more than discriminatory against the "goats," when the difficulty of entering into membership is related to responsibility for using the privileges of training and expert experience for the improvement of socially essential services and the protection of clients and public against inadequate or injurious performance of social work tasks, the value of membership standards may be more definitely related to the strong altruistic and intellectual aims which motivate all that is dynamic in social work. Moreover the energy which is thwarted by present frustrations in everyday practice may be geared to the professional group's activity on the unsolved problems of social work.

A most likely point of immediate attack is wherever the new member is considering and entering upon membership in the professional association and therefore the Division is considering these steps:

The first proposal is that at the point of application for membership an interpretative statement might explain why the Association is concerned with qualifications for membership, why this basis for selection is necessary to the special interests

and obligations the Association as a professional group entertains, etc. The idea, of course, is to counteract the natural tendency of the applicant, to regard the membership requirements as red-tape, and thus to establish early the vital connection between membership standards and the minimum standards which social work experience has found to be essential to adequate service to clients and community. Have you suggestions about the points to be covered in a leaflet or pamphlet which might be furnished along with the application blank?

The second proposal is that along with the membership card issued to the new member might go an interpretative account of the major events in the Association's history and a sketch of its developing interests and their significance and place in a professional growth. Here it is suggested that a realization by the new member that membership may involve acquiring new knowledge, activity in new areas and study of half-familiar or unfamiliar issues might be stimulating and give dignity and value to the experience of membership in a professional group.

Recently the following have been sent to new members with their membership card:

The Professional Association: Function and Activities. Statement of Standard of Employment Practices for Social Workers. List of A.A.S.W. publications.

The third proposal is less concrete. Should the interest of the Schools be enlisted in the role they ought to play in orienting their students to the nature, purposes and responsibilities of the professional career? What are they doing now to inform their students of the existence of the Association, of the responsibility of the trained worker for the future development of social work, of the reciprocal relationship between an advancing professional education and a responsibly-contributing practice? Have you any suggestions about ways in which the Schools might be stimulated to a more effective guidance of the student's interest in a future professional status and activity? Of what use do you think a pamphlet written for students might be? Have the Schools a responsibility for giving the student an orientation to professional obligations and purposes and if so, in what ways do you suggest they could best be related to this responsibility?

GRACE F. MARCUS,
Chairman, Division on
Personnel Standards.

Professional Students and the AASW

The student in a school of social work may complete his course and take his place in social work with or without a very clear understanding of the place or purpose of the professional association, depending upon the contacts he makes during his student days and the effort made by the school to acquaint him with the function and program of the association.

Undoubtedly, some schools take more definite responsibility in this direction than others. In respect to this the following statement comes from the School of Social Work at Tulane University—a school which is only ten years old but which ranked fifth in the number of students from professional schools admitted to AASW membership in 1936. The method in use includes the following:

"A general session is held at which the AASW is presented. Since in the beginning the majority of students came for one year this discussion has been held at the end of the second semester. Now that more students are enrolling for one semester only, this presentation may be made each semester. It has been proposed that the chapter Executive Committee plan and participate in the presentation of the AASW to the student group.

"In various classes use is made of the publications of the AASW and the material given to delegates to the Washington meetings. The instructors in Public Welfare Administration, Public Assistance, and Statistics find this material very useful in teaching. The use of this material focuses the attention of the students on the professional function of the Association.

"Under the semester plan, one semester students at Tulane fall short of the 300 hours of supervised field work required for membership. One semester students are therefore permitted, if their course work is satisfactory, and if their field instructor approves, to do the extra work in the field work course that is necessary to make them eligible for membership. This adds to the opportunities for discussion of the AASW."

Harvard Library Collection

A request from the Harvard College Library received by the national office indicates that the University main library is beginning the collection of material on the action taken by citizen groups in connection with state and federal legislation during the nineteen-thirties.

In addition to the material which the national office is submitting, chapters may want to report on or supply information about citizen groups in their area.

Further information may be secured from the national office or from Arthur T. Hamlin, Research Assistant, Harvard College Library, Cambridge, Mass.

MEMBERSHIP IN THE PROFESSIONAL ASSOCIATION

A Statement for Candidates.

The following brief statement of the purpose and program of the Association has been printed and is now attached to membership application forms.

IN connection with an application for membership in the American Association of Social Workers, the application blank refers only to the specific and required information in order that the Association's by-laws may be properly administered. These requirements embody the professional standard for personnel which has been created out of the conviction and effort of the members of the professional Association.

Application presupposes an interest in identifying with the professional purposes of the Association. It is the wish of the AASW to invite into membership those persons who are interested in its kind of program and who find themselves eligible. The program is briefly described below:

The American Association of Social Workers represents the interest of those who are practicing in this field to increase the effectiveness of social work. The Association constitutes the social workers' own auspices through which practice can be communicated, technical knowledge can be extended, and policy can be formulated for the larger purposes of the field and the community.

The Association's program in general is based on the conviction that experience in social work has reached the stage where it is no longer profitable for each person who practices to learn as he goes along by the trial and error method. That is a fairly simple concept but it brings a long trail of obligations on those who have that conviction. It involves the fundamentals of the organization's work with personnel standards: efforts to develop education for social work; the understanding of competence in practice; and the promotion of methods whereby the individuals who embody that competence can be utilized where they will be most useful.

Also the Association works on the principle that higher standards of practice are protected by enlightened employment practices which provide stability and security of jobs, good working conditions, opportunities for continued study and development by staff, etc.

The Association's policy further considers it a part of the professional movement to make available for public use the facts that come to light in practice. Practice, it is believed, ought to guide policy. The national Association and its 74 chapters engage in efforts to influence public and private organizations in social work to plan their programs in the light of what practice shows about needs and about effective methods for dealing with those needs.

The chapter at any stage of development represents the professional strength of the community. The administrative problem is to increase responsible individual and group leadership.

The Association was organized in 1921. It maintains membership requirements for the purpose of creating standards of personnel. These standards have had a profound influence on the employing habits of public and private agencies in social work, as well as on the educational practices of professional schools. Last year the Association had 1156 new members, of whom 945 acquired the necessary professional qualifications in graduate courses. These figures alone are instrumental in convincing anyone who is interested in high standards of personnel that a fairly high degree of professional preparation is now in use in social work in this country.

The Association cordially invites those who are eligible to join in its efforts to increase the effectiveness of social work.

WALTER WEST,
Executive Secretary

A RETIRING CHAPTER CHAIRMAN REPORTS

The following report of Miss Margaret M. Wagner, retiring chairman of the Cleveland Chapter, gives a highlighted picture of the activities and aims of the chapter during 1936-37, and includes a charge for the future.

This report attempts to cover the major points of chapter activity during the past year, rather than through the medium of committee reports. It also attempts to enunciate the aims and function of the AASW as seen from the vantage point of the chair.

Relief

Relief crises and increased participation of government in social work has stimulated the chapter to action. On the local relief question your chairman and other representatives were called repeatedly by Mr. Hal Griswold, Chairman of the Advisory Committee of the Cuyahoga County Relief Administration. Material prepared by a sub-committee of the Committee on Interpretation was widely distributed and a study was undertaken by the Committee on Government and Social Work covering the relief situation within the State of Ohio. Individual legislators were contacted by AASW members. The Liaison Committee provided an opportunity for interchange of ideas between the Welfare Guild and the AASW on questions relating to the relief situation. Articles appeared in newspapers over the name of your Association. Thus we have made ourselves felt if only to provide a target for the missiles flung by political or self-seeking interests.

Social Welfare in the State of Ohio

The State Government has brought us to our feet more than once during the past year by threatening all standards of social work. Most noteworthy of our battles was the one fought in a courtroom in Franklin County, where the case was heard against Civil Service Commissioners who were charged with over-stepping their authority in setting up educational requirements as a qualification. This action was initiated by the Ohio Council of the AASW and actively participated in by the Cleveland Chapter. Wendell Falsgraf, Cleveland attorney, employed by the Ohio Council of the AASW was present in the role of amicus curiae. Although not given a major role to play, the AASW had been able to provide Mr. Falsgraf with pertinent information and documentary evidence which made him formidable in the eyes of the opposition. Our successful passive attack did not help the obvious disagreement between our Governor and the AASW. He immediately retaliated by sponsor-

ing one bill and adding clauses to four other bills, thereby preventing the Civil Service Commission from setting up educational requirements for any position under Civil Service other than for the acknowledged professions.

The Legislative Committee gathered knowledge and contributed valuable data for a new "permanent relief bill," studied and took action on seven bills, which affected the Department of Public Welfare and County Welfare units, Civil Service and Labor. Members who had volunteered to interest legislators were charged with vague orders to get acquainted and through the case work method to establish rapport. They did so, by that we mean they called upon the legislators and were received, but an impartial evaluation might question the "rapport." Although in the eyes of a skeptical legislator the presence of social workers at hearings of a Legislative Committee in Columbus served only to fill up chairs, from our point of view such an experience is profoundly educational. Only through such political exposure again and again are we going to learn how to talk the peculiar language of the legislator.

The Division of Aid for the Aged received continuous rapping, with the result that a lot of people know something is wrong but nobody knows what to do about it. We have walked in the side door of the Social Security Board and have announced our presence; their house is so large that we do not know where we are, but we hope they will find us.

We have learned a lot through this bean shooting process. After all, child's play is a means of developing adult skills. Some day we may grow up and change our bean shooter for something more deadly. Those of us who have taken aim and let 'er go have gained in confidence and courage.

Community Planning:

In Cleveland the AASW is gradually taking its place in Community Planning. One of our greatest privileges is the opportunity afforded your chairman to sit in as a member of the Planning Committee and the Board of Trustees of the Welfare Federation. At this focal point, where plans are made and earnest deliberation results in action, the AASW is always present. Calls to the office grow more numerous from other organizations, such as The League of Women Voters, governmental units and even business concerns, who recognize the existence and potential strength of the AASW.

Other Committee Activities:

Turning to the consideration of our membership the sub-committee of the Employment Practices Committee on Annuities has prepared and presented a plan for retirement. This private financing for annuities is being considered by all the welfare agencies.

The Committee on Volunteers outgrew the connotation of that title and became the Committee on Lay Participation in Social Work. It has almost completed, with the help of the Public Library, a very comprehensive bibliography on the subject.

The Bulletin Committee had its creative ability and ingenuity tried in their efforts to produce a publication which you would read and which would keep you informed.

Because of pressing demands made by relief and social welfare programs those committees responsible for our professional advancement have been repressed although opportunities for professional education and trends in practice in the group work and case work fields have been given serious consideration.

Review of Chapter Activities:

Our failures, our inadequacies, are perhaps more outstanding than our achievements. This should serve as a stimulus. The growth of a profession is slow and deliberate and cannot be hurried. It is propelled by the quality of our own individual performance and encouraged by our conception of fundamental social truths which emerge from the group.

We hear "What does the AASW do for me? I never know about what it is all about. I joined so that I could get a job, that is all it is good for. What do I pay my dues for?" That it seems to me is a charge against the limitations of the individual making the complaint rather than against the chapter. We seldom face in affairs of the AASW that world of reality which we help our distressed clients face.

This year through your generous support the chapter was able to carry on with 25 committees, involving about 217 members, which represents one-half of the active membership. To enable a majority of members to participate in the activities of a large chapter presents a serious problem to each city. In New York City, for example, with a membership of 1,300 this past year they have had about 30 committees. Your participation in a committee costs the AASW money. To keep you informed costs money. It costs almost \$20 to call you to a regular meeting. The meetings no longer hold such an important place in the life of a chapter, but they should be more meaningful than they are. You do not come because

you do not like the program, the food, or the place, in spite of earnest efforts on the part of the Program and Hospitality Committees to please you. The success of these meetings depends largely upon your participation in them and this cannot be forced. In the face of this philosophy of "Let George do it" and a laissez faire attitude, you have just revised your Constitution, making it necessary for the chapter as a whole to consider all business. You have relieved the Executive Committee of much of its function and placed the responsibility back in the hands of the general membership.

To me it seems that the chapter is a fluid body, ever changing and moving slowly forward. Those most active today stand in the background tomorrow, an endless procession of members move in and out of strategic positions. No one stays long enough to leave the mark of his personality or convictions. Thus the Chapter moves forward en masse but to move forward there must be a spearhead to forge the way. Leadership cannot be sharp nor dynamic for it must always remain attached to this slowly moving mass. Leadership we must have and this we find logically in your Executive Committee and chairman. Watch carefully in the next two years the effect of the revised Constitution to see whether by blunting the head of your spear you have lost strength and progress through diffusion.

To gain in professional achievement we must have a basic philosophy, creative concept and a unity of purpose. With this background diversity of opinion is a stimulating irritant. We must learn to develop a seventh sense, to be able to recognize in the clumsy maybe misdirected efforts the struggle of a group toward this goal. When you have developed in professional consciousness, when you are able to recognize the essential worth in these intangibles, you will not ask "What do I get out of the AASW" but rather—"What do I contribute."

To help reach some conclusions and to see more clearly into our future, a committee has been appointed on the Evaluation of the chapter. This Committee is made up of members who have not previously participated actively. They were asked to study the chapter as one studies a bug on a pin, to learn what other professional organizations provide and see what should be expected of us. No one yet knows what conclusions will be reached, probably least of all the committee itself at this point, but their conclusions should provide a springboard for chapter deliberations on the program ahead.

What has been accomplished this year could never have been done without our Executive Secretary, about whom the chapter revolves. Not

only does she provide the mechanics which keep the ball rolling, but she coordinates the work of the organization, thus making action more effective. At our last meeting, when you heard reports of our early experiences, you remember how again and again we find ourselves repeating an effort without consideration of what has gone before. Our Executive Secretary through her knowledge of all that is going on in the chapter and with facilities for keeping records and reports can save us endless time and effort in utilizing the material already on hand.

Future of the AASW

"Our area of competence" a newly turned phrase, has significance in that it proposes that we set limitations. Such self-evaluation denotes progress. Time was when the emotionally stimulated social worker wanted to save the world. Years later they were still expansive as they helped individuals to release libidos. Now we are concerned with helping people realize their limitations and to adjust to them. As the AASW leaves that vague expanse of professional no man's land and is able to outline its area of competence we will be closer to stating in clear understandable terms what a social worker is. In our youthfulness we are braggarts, in our insecurity we are defensive and we do not know enough to be humble. The meaning and the dignity of our vocation will be accepted when through a process of evolution we have attained that degree of specialized knowledge credited to other professions. The AASW must assume greater responsibility in maintaining its concept of qualified personnel, it must set up criteria in the field of education and training of the social worker and evaluate social changes over the country. It should urge that standards of employment practices be maintained, which would include retirement benefits, and provide leadership in our field and interpretation of our function.

This is a large order that we are giving you, for you are the AASW. Such a program can only be carried out by an organization having no agency restrictions nor job complications, but where our objective is professional advancement and where we may speak freely and be understood.

If this is true, then what should you expect from the AASW. My answer is, that what you get, is the reflection of yourself. It depends on your capacity to discover in the confusion those vague intangibles that represent the embryo of the profession to come and that make it so worthwhile. What you get will depend, too, upon what you are willing to pay for it, for after all we get what we pay for.

As I retire, after serving as your chairman for two years, I want to thank the Executive Secretary

for her continual help and fine work. I want to thank the chairmen of all committees who have contributed so much to our activities this year, and the membership for their cooperation and financial contributions which made possible our work this past year. The work for the chairman has been hard, often disappointing and always inadequate, but it has been an enriching happy experience, for which I am very grateful and for which I thank you all.

M. M. W.

Detroit Defense Committee Plans Court Appeal

Social workers of Detroit have organized a Probation Defense Committee to assist six probation officers of the Recorder's Court who last year were removed by the Judges of the Recorder's Court. Action contemplates an appeal to the Supreme Court of the state.

Probation officers in Michigan are recommended for appointment by the judges of the court which they serve. They thereupon are appointed by the Governor of the state. It was generally accepted that probation officers could only be removed for cause and after a hearing, but six probation officers last year were removed without adequate notice and without a hearing. The group included Mrs. Kathleen Lowrie, Director of the Women's Division, and Ralph Hall Ferris who was Director of Domestic Relations.

Legal action was first brought in the Circuit Court of Wayne County where the action of the Judges of the Recorder's Court was upheld. The ruling was based upon a Tenure of Office Act which became a statute in 1877. This provided where a definite term is not specified, appointive officers are chosen for a two-year term. This is the period for which the Governor of Michigan is chosen. The Michigan Probation Act, which it had hitherto been assumed governed the situation, was passed in 1913.

The Probation Defense Committee which was organized is composed of the present chairman and three former chairmen of the Detroit Chapter of the American Association of Social Workers. The four are Miss Pauline Gollub, Miss Sarah Selminski, Miss Lois E. Tillett and Fred R. Johnson.

The case in behalf of the probation officers is conducted by James K. Watkins, one of the best known attorneys of Detroit and Michigan. Himself a former probation officer, Mr. Watkins has served as president of the Detroit Community Fund of Detroit and has occupied numerous other positions of public responsibility.

LETTERS TO THE EDITOR

The letters to the editor column in our daily newspapers offers a forum for discussion that is frequently overlooked as a medium for interpretation. Herewith are two letters which were published in Chicago and St. Louis newspapers illustrating effective use of this medium by professional social workers.

Recently a representative of the lower house of the Missouri legislature offered a resolution condemning the employment of trained social workers in the administration of security programs in that State.

During the time the resolution was being debated and discussed, Frank J. Bruno, director of the George Warren Brown Department of Social Work, Washington University, in collaboration with Arthur S. Emig, of the Department of Sociology, University of Missouri, and Dean Joseph Husslein, S.J., of St. Louis University, School of Social Service, sent the following letter to the St. Louis Post-Dispatch.

WHY TRAINED SOCIAL WORKERS ARE NEEDED.

To the Editor of the Post-Dispatch:

It may not be as easy to recognize the importance of adequate personnel for public welfare as, for instance, it is in road-building, public health or even education, because the services rendered by public welfare have been so intimately a part of our habit of neighborliness. Need is not hard to recognize, and we get the feeling that its care is with equal ease attended to.

However, when the state enters the picture and attempts by legal enactment to define who may be aided and how, the project is at once lifted to an entirely different plane. It isn't that the state ignores suffering or that its representatives are not moved by the sentiment of pity. It does mean, however, that those who are helping the needy are handling other people's money, and are doing it within the framework of law and under administrative regulations which, though changed by experience from time to time, are necessary to define what can and cannot be done and how.

The law defines who may receive assistance, how much he may receive, and in what form it is to be given. In public administration, there is always the danger that some might be neglected and others who do not need assistance receive it. The public administrator of assistance gradually comes to control the very lives and happiness of those dependent upon his judgment and insight. These are far different conditions from mere neighborliness, or that constant and universal spirit of helpfulness by which mutual aid is carried on without organization and without much planning, but with our own money and our own time.

(Continued on Page 17, Column 1)

The following letter from Edith Abbott which appeared in the CHICAGO DAILY TRIBUNE was written in answer to statements President Angell of Yale University is reported to have made at the eightieth anniversary meeting of the Chicago United Charities. Miss Abbott makes a vigorous defense of public relief both on the score that it is needed and on the score that it can be intelligently and skillfully administered.

THE QUALITY OF PUBLIC RELIEF

To the Editor of the Tribune: In the account published in *The Tribune* of the eightieth anniversary of the United Charities, the president of Yale University, who made the anniversary address, is reported to have spoken of "the by-product of the depression which brought government into relief," and President Angell warned against "the breakdown of neighborliness when government moves too far into the field of voluntary charity."

It seems important to point out that public responsibility for relief is one of the oldest governmental policies of this country and is not a by-product of any depression. The first legislature of the State of Illinois in 1819 passed the poor law, which has continued in force ever since that time, with amendments to improve the adequacy of relief and the methods of administration. In an early decision of the Illinois Supreme Court [*Seagraves vs. Alton*, 13 Illinois 366], the Chief Justice of the Supreme Court of that day pointed out the responsibility of the city of Alton for the support of those unable to support themselves. The Chief Justice clearly said in this opinion of 1851 that the destitute were "not to be turned over to the uncertain charities of individuals," and that the principle of public responsibility was "of as much binding force as the obligation of a parent to support his child or a husband his wife."

Again, nearly half a century later, in another leading decision [*Kankakee vs. McGrew*, 178 Illinois 74], the Supreme Court again handed down another opinion holding that public relief was an "imperative" public duty. The Supreme Court dealt with the argument that the town was without funds, but said, "if there be no funds for the purpose the overseer must of necessity have power to pledge the credit of the town in that behalf."

The theory that we had no public relief in the city of Chicago until the time of the depression is a complete fallacy. In the year 1928, for example,

(Continued on Page 17, Column 2)

(Continued from Page 16, Column 1)

Passage of the Social Security Act and the legislation which first came in as emergency and now probably is being gradually transferred on a permanent foundation, such as the provisions for work, provisions for employment and possibly provisions for relief, has introduced a new chapter in the field of public welfare. It has made it at once the largest single governmental activity, overshadowing any sum of money spent on any other objective, even education, or the army and navy. In the possible beneficiaries—the old, the blind, the unemployed, dependent children—it probably will have to care for more people than any single organization has attempted to protect in all history.

When such important values are entrusted to public servants, it is obvious that the selection of those who are to be given authority constitutes a vital factor in the success or the failure of the law, a law which has the possibility of wasting such an enormous amount of money—money running up into several billions each year throughout the United States, and a law which places the fate of so many people in the hands of administrators must be entrusted only to the best possible available persons.

It is inconceivable that the Federal Government would grant money to a state without directly or indirectly defining the way it is to be spent, and the qualifications of those who are to spend it. The Commission on Economic Security, whose report was the basis on which the Social Security bill was passed by Congress in July, 1935, included in its recommendations that the law establishing the Social Security Board should entrust to that board the power to determine the qualifications of appointees of state administrative units. The Senate, however, eliminated that item, but left with the Social Security Board the right to designate those conditions of efficiency which it considered necessary for honest administration of the law.

It is only by such a right to determine personnel and method that the Government grants money to a state. It used that policy in its grants to agricultural colleges in determining the quality of those who could be employed in such colleges and the subjects they taught. It did the same thing in the matter of farm demonstration agents, in grants for road building, for vocational rehabilitation of the handicapped, for infant and maternal welfare and, most recently of all, for the public employment offices.

In each instance, there has been some resistance to such exercise of power by the federal government, but never has that resistance been effective,

(Continued on Page 18, Column 1)

(Continued from Page 16, Column 2)

the relief expenditures of such public agencies as the Cook County Bureau of Public Welfare for the Family Welfare Service, aid to ex-service men, blind pensions, and the county expenditures on mothers' pensions, came to a total of more than \$1,700,000. The relief expenditures of all the private charities in the city came to less than a million dollars. The relief expenditures of the United Charities that year were \$259,146. Moreover, the United Charities did not have funds for adequate relief at that time and many of their families received supplementary "county supplies" through an agreement between the Cook County Bureau and the Charities.

The United Charities is no longer a relief agency, but deals with problems of family adjustment and other social difficulties. The relief work of this great community must in future years be done by a proper public assistance department of the Cook County Bureau of Public Welfare. It serves no good purpose to minimize the excellent work done by this organization. When President Angell talks about "officialdom and the ward politician not replacing neighborly folk," he is not talking about anything that has the smallest relation to the relief work of the Cook County Bureau or its present substitute, the Relief Administration of the City of Chicago. The Cook County Bureau of Public Welfare has always been on a civil service basis, with appointments from top to bottom on a merit basis. The Chicago Relief Administration has followed in the same excellent tradition, and Mayor Kelly and the City Council have wisely continued the policy of keeping this great relief organization absolutely removed from political influence.

President Angell thinks that "we cannot for decades to come develop a civil service personnel that can handle the relief and welfare problem with anything like the intelligence and skill of the trained personnel of the voluntarily organized charities." As a matter of fact, in the city of Chicago, the workers in the United Charities and the Chicago Relief Administration are trained in the same schools, and there has been a substantial movement of personnel from one agency to another. Some of the workers in the Chicago Relief Administration have preferred to transfer when they had an opportunity to go to the United Charities, where there is a very much larger number of workers in proportion to the number of families given care. The so-called "case load" in the United Charities is something like 25 families per worker, whereas in the Chicago Relief Administration it is nearly 200 families per worker. More efficient service can obviously be given to the

(Continued on Page 18, Column 2)

(Continued from Page 17, Column 1)

for the simple reason that it is inherent in the nature of grants in aid that the authority granting the money shall have some right in determining the way in which it is to be spent. There is no reason to believe, therefore, that Congress, even if it would abridge the power of the Social Security Board more narrowly than it already has done in the matter of indicating the type of administrator the state must appoint if it is to receive the benefit of Federal grants, would be at liberty to do so.

The well-equipped and experienced administrator in the field of public welfare is the only one who can insure, on one side, that the money spent shall go exactly or as nearly exactly as possible to the objects for which it is voted, and, on the other side, that it shall be administered in a humane and discriminating fashion, so that it will secure the maximum of benefit and the minimum of harm. By no other personnel is there any insurance that these huge sums of money will not be badly wasted and the whole project of establishing some form of insurance for the aged, the unemployed and the handicapped in our industrially organized society, come into disrepute.

The projects under the Social Security Act and its allied measures constitute the greatest experiments in social protection ever undertaken in any nation. They have all the perils of an experiment because of the untried elements in them. They also have all the potentialities for lasting social benefit which the smaller experiments largely made in Europe in social insurance have demonstrated can be secured under such a scheme when it is properly administered.

FRANK J. BRUNO,

Director, George Warren Brown Dept.
of Social Work, Washington University.

ARTHUR S. EMIG,

Chairman, Dept. of Sociology, University
of Missouri.

JOSEPH HUSSLEIN, S.J.,

Dean, St. Louis University School of
Social Service.

(Continued from Page 17, Column 2)

families who ask for help if there are nearly ten times as many workers available in proportion to the number of clients; but this has nothing to do with training or careful selection of personnel. The Chicago Relief Administration is full of former employees of the United Charities, and Mrs. Paige herself, the chief assistant of Mr. Leo Lyons in the family work, is a former district superintendent of that organization. On the other hand, the present superintendent and assistant superintendent of the United Charities were for many years in the public service.

Neighborliness, in the old village sense, has long since disappeared in metropolitan areas except as the poor assist each other; but there is the same spirit of understanding, kindness, sympathy, and eagerness to help on the part of the workers in the public relief agency in Chicago that is found in any of the private charities. No one of us wishes to minimize the importance of good private charities in general, and the work of the United Charities in particular. They are needed to supplement the large scale and basic relief work that is done by the public agencies. But depreciating in any way the important service given in the name of the taxpayers of Chicago, Cook County, and the State of Illinois, does not help the private charities. The Chicago Relief Administration has been absolutely out of politics, with a staff of workers who have given generously in overtime service and have carried an incredibly heavy burden during the numerous relief crises that the public agencies have faced. Many of us who are glad to pay tribute to the work of the United Charities do not want to make this the basis for questioning the excellence of the service maintained by the public agency and the importance of this service in the community.

EDITH ABBOTT,

The University of Chicago.

Report of the Denver Chapter Scholarship Committee

It was through the efforts and the backing of the American Association of Social Workers that the University of Denver School of Social Work was developed and founded in January, 1931. Since the beginning of the chapter in 1921 the members had worked for ten years to get the School established here. They had contacted every college and university in the state to find a suitable location where they could count on cooperation. Committees had spent hours drawing up curricula to be used. Courses in social work training had gradually been introduced into City College. When Miss Florence Day was finally brought here from Western Reserve University to organize the School of Social Work, the Denver Chapter had the gratification of knowing that it was the only chapter in the Association which had founded a School of Social Work. Further triumph came from the fact that it had fought to keep the School a separate entity, not under the Department of Political Science, or Sociology, or Economics, and had won.

During the first two years, the chapter matched dollar for dollar what the University of Denver contributed. The budget the first year was \$2,100.00, as the School did not get started immediately, but it was raised to \$2,500.00 the second year. Five hundred dollars was given each year by the chapter itself, while committees obtained contributions by diligent effort in contacting clubs and organizations, foundations, societies, agencies, and individuals. Over the two-year period the Chest appropriated \$4,000.00 from their budget, then withdrew it, finally returning \$2,000.00 when a committee from the Association met with the Community Chest Board and discussed the matter with them. The Business and Professional Women's Club, the Social Workers' Club, Margery Reed Mayo Day Nursery, Junior League, Denver Tuberculosis Association, Children's Hospital, and Catholic House Nursery allotted \$121.00; Mrs. Bemis Taylor, \$100.00; the Big Brother Movement, \$50.00; Miss Josephine Roche, \$50.00; Mrs. Dunlevy, \$40.00, and several others gave smaller amounts. At that time the membership of the chapter was about 50.

As the School developed the chapter constantly sought opportunities for furthering its growth. When the administrative tangles had been straightened out, attention was turned to the needs which were considered paramount, of the students. It was decided that the best service the Association could render was the sponsoring of a Scholarship Fund to encourage students who wished to enter social work. Consequently, in 1934, it was voted

to start such a fund, in conjunction with the Social Workers' Club, each organization to contribute whatever could be earned from the annual party.

In November, 1934, Guy Justis, Jr., was awarded the first Scholarship of \$50.00; on April 8, 1935, Rebecca Johnson was given the second of \$47.50; and on April 26, 1935, May Spencer won the third of \$50.00. Because the School was small and the staff well acquainted with all the students, the first payments were made by the Treasurer of the Association directly to the Administrative Staff of the School and no record was kept of the procedure.

By the Spring of 1936 the enrollment had grown so large it was decided a more business-like arrangement would be necessary. Therefore, in June, 1936, Miss Helen Almy, Chairman of the Denver Chapter, appointed a Scholarship Committee, composed of Mrs. Mary E. Holland, Mrs. Jean Sinnock, and Miss Dora W. Hearon, Chairman. As the Social Workers' Club had gone out of existence \$100.00 was contributed by the chapter alone. In July, 1936, the Committee met by emergency request and selected Ann Richards for a Scholarship of \$30.00 for the summer quarter. On January 5, 1937, two loans were granted to students totalling \$100.00.

At the meeting of the chapter in December the report of the committee was presented to the group and the following recommendations were voted:

1. That the Chapter would accept the precedent which had been laid down for it and contribute \$100.00 a year to the Scholarship Fund. It was felt that this was the minimum the chapter should do, considering that the Scholarship is at present our only contribution to the school, and that the chapter has increased its membership sufficiently to warrant paying that amount.
2. That the Scholarship Fund be continued as a Loan Fund, so that a larger amount of money may be made available to a greater number of students each year. The money is to be loaned, without interest, the terms of repayment to be adjusted on an individual basis commensurate with the income of the student when he or she begins working. This rate of repayment is to be determined by the Committee.
3. That every effort be directed toward building up a substantial Fund of significance both in amount and weight. That the intention of the chapter shall be to build up a large enough amount, so that the interest will permit Scholarships in the future.
4. That the Scholarship Fund be kept in a separate bank account from the general treasury of the Association, with a separate bank book, and separate records.

5. That the responsibility of the Scholarship Fund be vested in the Scholarship Committee, who will be a permanent committee composed of one permanent member from the staff of the School of Social Work, and two members from the American Association of Social Workers who shall serve for two years and three years, respectively. That this Committee shall determine the methods of financing and increasing the Fund, and the selection of the students to whom it shall be granted. That a method of recording be worked out by the Committee, the books audited every year, and the report of the Committee filed in the minutes of the chapter.
6. That students desiring loans apply to the Administrative Staff of the School, who will select from students with an outstanding academic record those they consider eligible for a loan, judging on a basis of character, need and scholarship. That the final decision in the matter shall be made by the Committee as a whole. That the Committee draw up a form for application blank and note to be used in this procedure. That this loan be applied both to students in the School who may not be able to continue and those who would like to enter the School.
7. That in view of the fact that selection for the Scholarship or loan pays tribute to the student's ability, an Honor Roll be started. That all students who have been aided in the past and those who will be aided in the future be followed by the Committee and record kept of their advancements, noting their positions, any publications, and lectures or committee work. This shall be done by specified blanks drawn up by the Committee to be filled in by the student at stated intervals. The data collected in this way shall be published in an Honor Roll column in *Changing Times*.

To date \$352.50 has been received into the Fund and \$278.50 expended. Of the six loans made, three have been repaid in full, and one partially. All loans so far have been made to students already in the School who needed aid to continue.

For our Honor Roll we are proud to announce the present status of those now employed who have received loans: Guy Justis, Jr., is now associated with State Department of Public Welfare, supervising ten counties, with headquarters at Grand Junction. Mary Spencer is working in the Social Service Department of the Colorado General Hospital. Ann Richards is employed as case worker in the Bureau of Public Welfare in Denver. James Kern is still attending the School of Social Work, and working part time at the admission desk in the Colorado General Hospital. Dorothy Baird has just gone to a new position as senior case-worker at the Family Welfare Agency in Omaha, Nebraska.

DORA W. HEARON, *Chairman*

Committee Members: Mrs. Mary E. Holland, Mrs. Jean Sinnock.

All States Now Have Unemployment Insurance Laws

Every state and territory in the United States now has an unemployment insurance law that conforms with the Social Security Act. This became a fact in July when the Social Security Board approved the last State law, that of Illinois.

The Board estimates that nearly twenty-one million workers are in employments covered by the 51 approved unemployment insurance laws which provide compensation to employees who lose their jobs through no fault of their own, the amount of compensation and the length of time for which it is given varying in different States.

Commenting on this fact, Arthur J. Altmeyer, Chairman of the Board, said: "Greater progress has been made in the enactment of unemployment insurance laws in the past two years than has been made in workmen's compensation (for accidental injury) in the past quarter century.

"While even the most ardent proponents of the Social Security program hardly expected that every state and territory would enact an unemployment insurance law which conformed to all the requirements of the Social Security Act within the first two years of the life of that Act, many problems are yet to be solved in the field of unemployment insurance before we can be satisfied that the workers of this country have adequate protection. For example, most states exempt small employers from their unemployment insurance provisions, and also exclude employees in non-profit organizations, domestic service and agriculture, not covered by the present federal act. No one questions the need for protection among these excluded groups, but there are serious administrative difficulties which would be encountered if we attempted to provide all-inclusive coverage at the outset of this new program."

National Office Staff Protected

The staff of the AASW national office is now covered by the New York State Unemployment Insurance provisions. After a long period of negotiation the State Department has held that the AASW "appears to be a professional organization promoting the interest of its members and fostering professional ideals and standards. This would indicate that the American Association of Social Workers as a professional organization is subject to the New York State Unemployment Insurance law as of January 1, 1936, as it employed at least four persons within each of thirteen or more calendar weeks in 1935 and 1936."

In line with its general interest in coverage for social agencies and their employees under the

Social Security Act, the Executive Committee directed negotiations between Walter West, Executive Secretary, and Glenn A. Bowers, Executive Director of the State Department. The Executive Committee has recognized that the need for old age retirement provisions are of greater practical importance to the Association, but believes that good faith in promoting further inclusion of social agencies would require application for coverage under the State law for unemployment insurance as well.

When no rulings were forthcoming from earlier requests from the Association the Executive Committee during the past winter asked that the Association apply for coverage under the permissive provisions of the State act. The decision of the New York State Department that the work of a national organization of this kind does not come under the exemption clause indicates that many other organizations not dealing directly with clients might be included under the New York State act, and also of greater importance that many agencies throughout the country might be eligible under the federal Social Security Act to the provisions for old age retirement. The ruling regarding national agencies of this kind, however, would not apply to social agencies generally and the interest of the AASW in having the exemption clause removed from the federal Social Security Act and from the several State unemployment insurance acts continues.

Under the New York State act any member of the staff of the national office whose annual salary is less than \$2600 a year will receive half his regular salary for a period of sixteen weeks in case of unemployment. The benefits, however, cannot exceed \$15 a week and are not paid until after a waiting period of three weeks. There is no provision for the members of the staff who receive more than \$2600. The total cost to the Association is one per cent. of the total salaries of those affected during 1936, two per cent. during 1937, and three per cent. thereafter. The amount of the tax paid by the Association for 1936 is approximately \$163, and for the first six months of 1937, \$169.

Correction

A typographical error on page 10 of the June *Compass* may have been confusing to many readers. In the article "Retirement Planning in Private Social Agencies," by Helen I. Fisk, line 16 of the first paragraph in the first column on page 10 begins: "Therefore if an agency's goal is . . . etc." This should read: "Therefore, if an agency's goal is half average salary after 30 years of participation in the plan the base needs to be 1-2/3% (\$1800 multiplied by 1-2/3% by 30 equals \$900)."

The Cost of Administration

The subject of administrative cost bids fair to occupy the attention of social work executives for some time to come. The question frequently bogs down to a fruitless debate of the relative merits of a given percent of the total expenditure. Legislators, educated over a period of years on the ten cents from every dollar theory, are wont to fix some arbitrary figure in percents as the ceiling beyond which the administrative costs of a public agency may not ascend.

Little attention has been gained for the simple fact that percents are relative rather than absolute and that a low percent by itself means little less than nothing. That a reduction in the percent cost of administration can be affected by an increase in the relief allowances without changing the dollar cost of administration is too well known to require further discussion. However, the arbitrary percent fixing continues.

Recently the Cuyahoga County Relief Commission (Ohio) submitted a statement to the Governor and members of the Ohio Assembly concerning proposed state legislation which contained a discussion of this subject. We reprint it here as an example of one kind of an approach to this problem.

ADMINISTRATION COSTS

"In determining how much shall be used for service and administration costs, the experience of the past year should be carefully studied. We believe in the principle of state supervision of such expense where state funds are used, but that the percentage limitation tends to place a premium on large relief costs and does not accomplish the purpose sought. We believe that the experience of the past year has shown conclusively that a limitation stated in terms of percentage of the total amount spent is the least desirable form of control of administrative expense. Data compiled reflecting the operations of the last six months clearly show that losses due to failure to detect a change of status of a relief client promptly exceeded by many times the losses due to clients staying on relief unnecessarily for prolonged periods. A study of 1112 cases just made by 30 workers especially assigned and relieved of other duties shows that within this group of 1112, selected because they had not been recently visited or because they were suspected for some reason, the average period of time during which the client had been unnecessarily retained on the relief rolls was about two months. One hundred ninety-two of the 1112 cases were found not to be entitled to relief. In 123 cases the amount of relief was decreased. While this was a selected group, there can be no doubt that the results observed came from a lack of adequate staff for periodic visits and that similar results though less pronounced would be

shown if the whole caseload could have been subjected to the same study.

"The only feasible method of removing undeserving persons from the rolls is this type of individual investigation. Any proposal to decrease the relief rolls by lowering standards below the point of decency not only defeats its own purpose but is a brutal disregard of the very persons whose character and standing make them most entitled to relief. It is a cowardly method of punishing the innocent because we do not have the courage or the skill to detect the guilty.

"The service cost of administering relief depends not only on the size of the load but how fast the load is changing; and the failure to keep up with the changes as they occur is one of the major sources of loss in granting of undeserved relief. *The system should be flexible enough to correspond to the amount of work needed to be done rather than the amount of money to be spent.* With approximately 3000 cases accepted in a month and 3500 cases removed, 6500 determinations as to change of status must be made in a single month, not including those cases where the amount of relief given is increased or decreased. This process results in a net change of only 500 in a reported caseload for the month, but it involves the constant sifting of the entire load. The dollars saved by a difference of one or two percent in administration must be saved at the point where it is most effective in reducing relief expense, namely in the investigation affecting and controlling the movable part of the load. We attach as Exhibit B, Introduction and Charts 1-5, a study made of the experience of the last year in which the *unduly rigid limitation has obviously resulted in expenditure of relief funds that could have been prevented by regular monthly investigation, amounting to several times the extra cost of an adequate administrative staff.*"

Safeguarding the early years of childhood is the theme for the biennial conference of the National Association for Nursery Education to be held in Nashville, Tennessee, October 20-23. Attendance of approximately one thousand is anticipated from such fields as social work, psychology, education and nursing.

Reprints Available

Reprints of papers by Helen I. Fisk (Retirement Planning for Private Social Agencies), and Roberta Townsend (Evaluation: An Important Aspect of Administrative Process), which appeared in the June issue of *The Compass* are now available. Single copies, 10c each. These papers were prepared for and read at the AASW meetings during the National Conference of Social Work in Indianapolis.

Chapter Activities

INDIANAPOLIS

The Public Affairs Committee of the Indianapolis Chapter, in an effort to clarify its function and method of operation, recently drew up a statement for the Chapter body which included the following:

"The Public Affairs Committee recommends that the Chapter adopt the following as the functions of the Committee:

- "1. To keep itself and the Chapter informed concerning
 - (a) social legislation
 - (b) administration of welfare programs
 - (c) general welfare policies
 - (d) such other public problems as may be of interest to social workers.
- "2. To consider ways and means by which the Chapter may make itself effective in such public affairs as those in section one.
- "3. To formulate, after study, proposals for Chapter action in public affairs, to present this proposal to the Chapter for consideration, and to furnish the Chapter with the factual bases and argument upon which the Chapter can reach an intelligent decision."

KENTUCKY

An annual fellowship of not less than \$150.00 will be available at the School of Social Administration, University of Louisville, as the result of action taken by the Kentucky Chapter of the AASW at the June meeting to increase local dues seventy-five cents per year.

The selection of candidates for this award will be the responsibility of the University faculty after consultation with the Chapter Training Committee.

GEORGIA

Suggested qualifications for social work personnel in public agencies have been submitted by the Georgia Chapter Committee on Personnel Standards to the Director of the State Department of Public Welfare, and the further services of the Committee offered for consultation and discussion.

NEW JERSEY

In common with a number of other organizations the New Jersey Chapter took an active part in securing reinstatement of fifteen staff members of the Newark City Relief Department who were discharged last spring. Over a period of several

weeks wide publicity was given to the activities of the chapter and other organizations in connection with that issue in the Newark press.

Presenting the issue as a merit problem of public interest the chapter through Agnes B. Drummond, Chairman, released for publication a statement to the official responsible for the discharges to the effect that the reinstatement of the staff workers had left unsolved some of the issues which were involved. The statement said:

"The topics which we had hoped to discuss with the Commissioner are, we believe, fundamental to the effective and economic administration of relief. We feel that the community is entitled to information on the following four points:

"Are we correct in our understanding that these fifteen workers were laid off without any evaluation of their performance on the job? If not, what was the basis of this evaluation?

"What qualifications of education and experience are set for selection of the staff of this department? In this connection, and in view of the fact that the state contributes several times the city's share of the relief burden, why is residence in the city considered before competence and experience?

"What means are employed in the department to evaluate the work of the staff for promotion, demotion, or discharge?

"What progress is being made toward putting the staff of the Department of Public Welfare under civil service on the merit system?

"The American Association of Social Workers has studied for some years through committees, principles of employment practice which we believe are important to the development and maintenance of our public welfare services. The Association holds itself in readiness to consult on this topic with officials in any of these services. Because of our inability to secure an appointment with the Commissioner we were unable to discuss this matter with him at the present time. We are forwarding a copy of the above questions to his office and should welcome the opportunity for such discussion at any future date."

LOUISIANA

Approval of a draft for a new constitution, which will be submitted to the national office for approval, and the selection of a Nominating Committee constituted the agenda for the June meeting of the Louisiana Chapter. Miss Rebecca Cassell, temporary chairman, presided at the meeting.

MINNESOTA

Recommendations of a special study committee of the Twin City Chapter for the reorganization of the Program Committee, submitted to the chapter body, includes the suggestion that the committee consist of five members, including one junior member. The suggested functions are outlined as follows:

Program for all general meetings.

Organizations of study groups or divisions, parallel to those in the national organization.

To consider joint study groups with other social work groups after studying experience of present Labor Relations group.

To make careful study of participation of membership through accurate attendance records throughout the year and other methods.

To consider preparation of a directory and printed program.

To digest material from the New York office and find ways of presenting it to the chapter.

To formulate the functions of a professional organization.

To work out with the committee on social legislation methods of developing study groups in this field and reports to the chapter even in non-legislative years.

(The members of the Program Committee to be appointed by the Executive Committee.)

The committee also recommended that (1) the officers of the chapter shall be elected for two years instead of one, in order to give greater continuity to policies of the chapter; (2) the employment of a part-time Executive Secretary for seven months (September to May) at a salary of \$75.00 per month, if possible; and (3) the Finance Committee should be charged with the responsibility of developing means for securing a budget adequate for carrying out the above plan.

Association of Schools Action

The following action was taken by the Executive Committee of the American Association of Schools of Social Work at its meeting in Indianapolis:

Admitted to membership:

University of Louisville, Graduate Division of Social Administration; Dr. Margaret K. Strong, Director

Dropped from membership:

University of Missouri, Curriculum in Public Welfare

University of Puerto Rico, Department of Social Work, College of Education

University of Wisconsin, Course in Social Work

THE AASW PROGRAM AT INDIANAPOLIS

(Continued)

By CHRISTINE C. ROBB

The four formal papers from two of the three scheduled Association meetings held during the National Conference of Social Work at Indianapolis were published in the June issue of *The Compass*. They were: "Retirement Planning in Private Social Agencies," by Helen I. Fisk; "Evaluation; An Important Aspect of Administrative Process," by Roberta Townsend; and abstracts from "What Next in Federal Relief?," by William Hodson, and "Government Provisions for Retirement of Social Workers," by Walter West.

Herewith is a summary account of other Association meetings and activities during that session.

PROGRAM MEETING

Chapter Organization

The third program meeting, under the auspices of the Committee on Chapter Organization and Program, dealt with an analysis and discussion of the chapter of today.

In the absence of the Committee chairman, Walter West outlined the problems which have been under study in connection with decentralizing the program through the chapters to the point where it could reach individual members. When the Association was established there was no by-law provision for chapters. The time has come when the national Association, which means all of the members, must regard chapters as part of the Association structure.

The Committee indicated it had been impressed by the futility of asking chapter officials to perform the tasks which they are requested to do without more equipment than we as a group have provided them with. The Committee believes that one of the most important points to be borne in mind is that the last few years have revealed that professional social workers are in a much more strategic position with reference to social work functions than ever before. The result is that members of the Association and professional workers everywhere need to get more out of the professional association. This has put pressure on the chapter as an organization. It would seem to indicate that in large cities especially the problems of the chapter are as real as the problems of any major agency in the community.

It was pointed out that at the present time there are only five or six chapters that have executive secretaries. There is no chapter equipped to accept the responsibility of being a major community agency. The problem of recruiting and administration is a difficult job for busy people in social work. Chapters require annual election, which means a new set of chapter officers every year. In endeavoring to use democratic practices in developing these important programs we interrupt the most proficient use of such resources as we have. We cannot attempt to change all of this immediately, but there is pressure to do the things

which are within the scope of our profession and that becomes our problem and a problem for the whole Association to see whether it is going to be possible to develop chapters into major enterprises in each community, instead of having them handicapped as they are now with volunteer service. One handicap in chapters has been the reliance on a monthly meeting to carry the program. Another problem presented is the position of the chapter in relation to participation by its own members. In many chapter efforts, it was pointed out, a response is received from only a part of the membership. Notes of the meeting's discussion which ranged around the issues outlined will receive further consideration by the Committee.

The Committee on Chapter Organization and Program is attempting to present to chapters an interpretation of what constitutes a chapter association. Each member of the Committee is from a different chapter and each one has had some experience in chapter enterprises. The Committee feels one of the first things needed is a clear and concrete statement which would clarify the program of the national organization. The Committee has thought that the next problem is with reference to ways in which the national Association through the national office and committees could be of help in developing chapter programs.

COMMITTEE MEETINGS

Membership

Chapter membership chairmen met with members of the National Membership Committee at a dinner meeting to discuss membership problems and policies. The total attendance was 39 with 26 chapters represented. Wilber Newstetter, Chairman of the Section 6 Committee of the National Membership Committee, acted as chairman of the meeting. Topics for discussion selected by chapter membership chairmen were (1) completion by junior members of qualifications for full membership, (2) letters of reference, (3) basis of eligibility under Section 6, (4) standards for approved agencies with particular reference to new state welfare departments and temporary agencies such as the Emergency Relief Administrations,

Works Progress Administration, Resettlement Administration, etc., (5) criteria for accrediting social work curricula. Time allowed discussion of the first three subjects only.

A report was given on juniors admitted in 1933 who must complete the requirements for full membership by 1938, showing that a very large proportion have already qualified for full membership. Letters of reference, in the opinion of the group, are usually so perfunctory that they have very little value. It was recognized that the endorser's responsibility in the case of applicants is illy defined and understood. It was thought, however, that reference letters are needed for the present in the admissions procedure, since completion of the minimum technical requirements, particularly for junior membership, is a very limited test of capacity to practice social work, and since the schools are not particularly rigid as yet in dropping students who are not fitted for social work. It was therefore proposed to continue efforts to improve letters of reference by improving the form letters of inquiry to clarify the endorser's responsibility and bring out the kind of information desired. The Division on Personnel Standards is now giving particular attention to the factors in any evaluation of professional performance in social work and some principles may be developed in this study which would be applicable to references for membership.

Mr. Newstetter reported on the activities of the Section 6 Committee which has been working under instructions from the Executive Committee to determine whether a satisfactory basis could be found for applying Section 6 or whether its abolition should be proposed. The committee declared a temporary moratorium on acceptance of applications to study some of the problems it had inherited from the previous committee and to see what could be done on criteria. The problems presented in applications seem to relate to both types of positions and fields, such as executives, community organization, group work, probation and parole and social research. Attention to some of these has developed certain tentative points that may be of assistance. Points suggested as criteria for group workers have been drawn up in cooperation with the National Association for the Study of Group Work, but require careful consideration by the Executive Committee with respect to their possible effect on the membership standards generally.

A motion was passed recommending to the Executive Committee that chapter opinion be con-

sulted on any broad reinterpretation of requirements which might be derived from work on Section 6.

Invalidity and Health

A meeting was held to consider some subcommittee material on administration of invalidity benefits as part of the Division on Government and Social Work study of *Invalidity and Health*.

Booth Consultation

In the AASW booth at the 1937 National Conference of Social Work in Indianapolis the beginnings were made for an effective national organization and local chapter annual joint office. There is every reason to plan more definitely in the future for such joint operation of the booth whenever the Conference meets in a city where there is a local chapter to join its professional resources with those of the national organization.

A word about the resources: the material in publications on sale, national and chapter bulletins and reports on exhibit, files of *The Compass* and other material for reference, and posters for background highlights, make up the bulk of visual material which the national office assembles, publishes or otherwise presents for the use of members and others in social work. It represents current sample productions of the association as a whole whether in papers given by members at its meetings, official reports or other formulations on committee assignments or special items, such as the books in the Job Analysis series.

The members who seek out each other in discussion of the association's activities, the organization of these activities and the connections that exist or should exist between professional efforts and the acute problems confronting social work under various conditions of practice—are the living resources of the professional enterprise.

It is not surprising therefore to find in active hours in the booth that the visual material stimulates discussion around the subject matter and also that discussion shows the need for further formulation and more pertinent data and wider usage.

There is little that the Association does that is in and of itself of value; the value grows out of putting ideas into use and circulation and re-assembling them for what they have gained by virtue of such use and circulation. Only a limited thing is accomplished when the national office staff alone is at the booth. There is in that a loss of

opportunity to sense the process of exchanging and sorting ideas against which any association production finds its merit. It is when the national executive and other committee members and the local chapter's officers and committee members who are working on matters which the national staff is assembling, analyzing and putting into further circulation, find a function in conjunction with staff at the booth (and elsewhere) as host to problems and ways and means of dealing with them—that association participation feels itself at work.

Indianapolis Chapter

The Indianapolis Chapter already taxed by requests from the Conference for the assistance of their members, responded generously to the request that their old and new officers and others oriented to the association's activities assist with the operation of the booth.

The following members in accordance with a schedule submitted by the chapter entered upon the joint experiment of national and local responsibility for the booth for the first time in several years—the Conference not having met recently in a chapter city: Elizabeth Clarke, Eleanor Jones, Alfred Taylor, Ruby Inlow, Mary Ellen George, Marian Griffin, Bertha Walker, Stanton Bailey, Eugene C. Foster, Betty Covert, Ruth Gottemiller, Helen Pearson, Louis Evans, Virginia Leedy, Lavonne Cannicott, Reliance Rasmussen, Mildred Harvey, Dora Robson.

National committee members and staff had in the first place some opportunity to talk at close range with members of the Indianapolis Chapter. It follows that consultation with the large numbers who came into the booth during the week gained a kind of fluidity and meaning, even when, as often, there seemed to be no one whose experience produced a ready formula for a problem.

It was possible to bring together some members from different parts of the country where chapter and committee work presented comparable problems. Notes were taken on problems raised and requests for material that might be forthcoming from the national office.

A rigid appointment system is unsatisfactory to much of the consultation; but following preliminary contacts appointments do follow naturally if further discussion is indicated.

Sufficient number of members giving time to the booth, adequate space and seating arrangements and a separation of the sales from the technical questions as to eligibility for membership, and from the more intangible problems on organization of our kind of activities and participation did much to facilitate the handling of the

uneven flow of inquiries from members and non-members during the week.

In retrospect the Indianapolis Chapter discussed the experience from their angle and made available to the national office many welcome suggestions as to the kind of preliminary planning that might be done in the orientation of the local chapter members' carriage of responsibility.

Special Membership Assistance

Mrs. Rachel Childrey Gross accepted a special assignment on full time at the booth. Her intimate knowledge of the work of the national Executive Committee and the Division on Employment Practices gave her a particular interest in the consultation situation and made her services of particular value.

Alfred Winters, formerly a member of the national staff, volunteered a considerable portion of his time to the booth. His national organization activities and knowledge of the workings of several local chapters together with his present area of practice provided the opportunity to make some of those important connections between the Association's activities and problems in the field of practice.

Leah Feder and other national committee members, and Mrs. Edith Tufts and other active chapter people made their services available.

Publications

As usual the most recent publication effected the highest number of booth sales and orders, on single items other than reprints. This is for 1937 the volume, *Four Papers on Professional Function*, which comprises the only publication of the formal papers given at the Delegate Conference in February. The subject matter contained in these papers is unique with respect to questions they open up; and it is to be expected that further study and development of these questions in the interest of current professional activity will continue.

Unemployment and Its Treatment in the United States, the book published by the Association only a little earlier and released in time for display and sale at the Delegate Conference has a natural companion piece in *This Business of Relief*, the 1936 publication of Delegate Conference papers. The two had almost equal sales in Indianapolis.

Social Work Ethics, *Social Case Work: Generic and Specific*, and two of the books in the Job Analysis studies proved to be in some demand.

The largest number of sales, however, were again this year among the pamphlets and reprints, with special emphasis on items such as *Facts About*

Personnel Standards, Civil Service and Social Work.

The outstanding distribution among the complimentary items included *A Statement About Standard Employment Practices in Social Work*, *The Professional Association: Function and Activities*, and *Social Work Fellowships and Scholarships*.

HOUSING COMMITTEE BOOTH

The Housing Committee, with a separate booth near but not adjoining the main AASW booth, was responsible for an exhibit and the distribution of housing literature during the week of the Conference. An attractive diorama provided by the Housing Division, Public Works Administration, showing a model of the Indianapolis housing project, Lockefield Garden Apartments, was a center of interest. Between two and three thousand pamphlets, bulletins and bibliographies were distributed and requests made for several hundred more. A large amount of information was given on the Wagner-Steagall housing bill. The following people provided consultation service during the week: Jean Coman, Housing Division, Washington; Sidney Maslen, New York Charity Organization Society; D. E. Mackelmann, Chicago Council of Social Agencies; Bleecker Marquette and Ethel Ideson, Cincinnati Better Housing League; and Joseph P. Tufts, Pittsburgh Housing Association, who had charge of the booth.

OFFICIAL PARTICIPATION

In-service training in government welfare programs, one of the most important developments of today, received special attention in a Round Table meeting called by the American Association of Schools of Social Work following some joint planning with the AASW. Discussion opened up a number of the confusing issues which require further serious study in the interest of sound principles which might be widely adopted.

The AASW was also represented at a meeting of the Advisory Committee on Training and Personnel Problems in connection with Social Security legislation. A sub-committee to attempt periodical clearing on problems of mutual interest to the AASW, the AASSW, the Children's Bureau and the Social Security Board was appointed as a result of the discussion. This meeting was held prior to the official opening of the Conference.

The Committee on Social Treatment of the Adult Offender, Group Discussion 4 of the National Conference, held a meeting jointly with the American Association of Psychiatric Social

Workers, the American Association of Schools of Social Work and the AASW on the subject of "The Place of the Social Worker in a Penal or Correctional Institution."

• • •

By invitation the Association was represented and participated in discussion at two sessions of the National Association of Employed Officers of the YWCA's, in which some conflicting issues that are before that organization were discussed at length.

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Christine Robb to Leave National Office Staff

Christine C. Robb, member of the AASW national office staff since November, 1933, has resigned as of September 1st. She will be married in September, and for some time at least does not expect to engage actively in social work.

Walter West, executive secretary in commenting on Miss Robb's resignation said:

"Too few of the members know the value of close association with Miss Robb or can appreciate how much of a gap in the Association's program she will leave or, on the other hand, how much she has built into the program which will be continuing assets in no way removed by her resignation.

"Miss Robb came to the national office staff as the first step in plans which had been made for years for the development of the Association. The Executive Committee had seen how the stage was set for important professional enterprises, made aware by the urgency of professional problems coming from the field, beyond the capacity of its small staff. It saw that far reaching opportunities for this development rested on the ability of the Association to put into circulation the facts and ideas about the functions of the profession in social work. Miss Robb's ability to translate her earlier interest and experience and identification with professional education for social work so as to put these to the use of the Association has since that time multiplied the scope of the Association program and has made it possible to anyone with opportunity for perspective over the period to trace her influence in the vitality of the organization and in the growing recognition that the profession of social work and the Association, as one of its expressions, are major factors in the future development and interpretation of welfare services and standards.

"An idea grows through an exciting process of development into something real when it gets to Miss Robb. It is immediately related to a wealth of others that are pertinent. It is stripped of any disguises after realistic criticism and made into something workable by an ingenious practical sense and resourceful social work education and background.

"For these and many other reasons working with Miss Robb is a constant reminder that the development of a competent personnel for social work chosen for such talents and training as hers is well worth its place as the major enterprise of a professional organization which seeks the increased usefulness of the whole field."

For five years prior to joining the AASW staff, Miss Robb had been chief of Social Service of the Institute for Child Guidance in New York City. Between July, 1933, when the Institute closed and November of the same year when she began work with the AASW, she was occupied with a special assignment for the Joint Vocational Service, and also as assistant to Rose McHugh on a study of three protection programs in Buffalo. Between 1919, when Miss Robb graduated from

the first class of the Smith College School for Social Work, and 1927, Miss Robb practiced social work in a family society, under the American Red Cross Home Service, and in both educational and the clinical programs under the National Committee for Mental Hygiene. With these various agencies she had done social work in St. Paul, Memphis, Richmond, Cleveland and New York. She served as a member of the Executive Committee of the AASW before joining the national staff and is a past president of the American Association of Psychiatric Social Workers. In addition to her regular contributions to the *Compass* Miss Robb has written articles for various professional publications.

Washington State Holds Examinations Under Merit Plan

The first series of examinations for personnel under the merit plan established by 1937 Social Security legislation in the State of Washington was held simultaneously in eleven centers May 15th.

The examinations, which were for five positions in the social service field and one for Secretary to County Advisory Committees, were taken by 2,300 persons. The Social Service positions included: Visitor, Junior and Senior Social Worker, Supervisor, and Local Administrator.

One general basic examination, of the short-answer type, was held in the morning; this also served as the test for the Visitors. Persons interested in the other positions took additional exams of the essay type later in the day—one test covered each position.

Tests for clerical and stenographic positions will be held later. The Personnel Bureau is working on job analyses for these jobs before drawing up the examinations. In the Social Service jobs, however, it was felt that the work was more readily defined in the light of existing needs and conditions and that therefore, such an analyses was not needed at that particular time.

The examinations were based on material in common use in social work but not on definite matter issued by the state department.

This written test constitutes one third of the merit plan established by law for executive positions in the newly created State Department of Social Security and local welfare Departments. Consideration of experience and education is the first part while an oral interview follows the

(Continued on Page 31, Column 2)

MURRAY-HATCH BILL STILL IN COMMITTEE

Despite indications that the Murray-Hatch bill (Senate Joint Resolution 68), which provides for the immediate appointment of a fifteen-member citizens' commission to undertake a comprehensive survey of unemployment and relief, will have strong support on the floor of the House of Representatives no action had been taken by the House Committee on Labor (as *The Compass* went to press) to report the bill out of committee.

The bill which was passed by the Senate on June 14th and referred to the House Committee on Labor has the backing of both far western and eastern representatives. Representative Maury Maverick, of Texas; Representative-at-Large Caroline O'Day, of New York, and several other members of the House have indicated their interest in the measure and are pledged to support it when and if the bill is brought out on the floor of the House.

Representative Jerry Voorhis of California, another supporter of the bill, in a speech reported in the *Congressional Record* of July 12th, pointed out the desirability of such a fact-finding body and asked for early and favorable action by the House.

During the course of his remarks he said:

"... I want to appeal as earnestly as I know how for the passage by this Congress of two measures which seem to me so essential that hardly anyone can logically oppose them. The first is a provision for the collection of facts concerning unemployment and relief. The House has passed the so-called relief bill. A billion and a half dollars has been appropriated for the purpose of putting to work a portion of our 10,000,000 unemployed people and for some relief for our hard-pressed rural people. In absolute terms this is a very large amount of money. In relationship to the needs of our people, a need not only for food and clothing, but a need for work and the feeling that one is doing a service for his nation, it is probably inadequate, but however large or small it may be, it is obvious that the responsibility rests upon the Congress to see to it that the money is expended in the best possible way. Over and over again I have heard Members say, 'We have written a blank check for the last time on relief.' Over and over I have heard people complain, and I have done some myself, that we can no longer continue to deal with unemployment in a temporary way. Many of us have made the statement that we do not have the facts at hand on which to act. I believe this is obvious. At the next session of Congress, certainly, a permanent policy of federal action on the unemployment question must be set forth. It is not enough that by merely taking judicious measures we may be able in time to solve this problem and get our people

Letters and telegrams from chapters and individuals addressed to the House Committee on Labor, House Office Building, Washington, D. C., and Congressional Representatives from your area expressing interest in this measure (S. J. 68) and requesting early and favorable action will aid in keeping this bill before members of Congress.

back to work in industry. After all, it is necessary that we remember that from day to day and week to week there are millions of people who are dependent upon government projects or upon a dole from the state and county funds for bread and butter and beans. So we must have, it seems to me a sound, continuing plan and machinery, and I think it must be just, one that takes into account not merely the preservation of physical life, but also the preservation of those values of character and citizenship of which America has always been proud.

"Obviously we cannot develop that sound policy or pass sound judgment or good legislation without accurate knowledge, about the facts regarding unemployment, work and relief. . . . The Senate, as it happens, has already acted. It has passed Senate Joint Resolution No. 68, which provides that the President shall, and I quote: 'appoint a non-partisan commission to continue a national study of the whole problem of unemployment and relief, and to make recommendations looking to a comprehensive, intelligent, and just policy for the future.'

"This joint resolution is now before the Labor Committee of the House. Not merely because I introduced its companion measure in the House, but more especially because a study of this kind is more necessary than almost anything I can think of to the future of America, I earnestly hope that our Labor Committee will act speedily and favorably, and that this measure will be brought before the House at the earliest possible moment and that it will be passed."

Rumors that Congress may adjourn early in August are prevalent. It is unlikely therefore that the House Committee on Labor will hold hearings on this bill before taking action. The recent reorganization of this committee plus the fact that hundreds of bills are awaiting attention point to the possibility of the Murray Hatch measure being passed by or overlooked in the rush to adjourn if strong pressure by members of the House committed to the passage of this bill is not manifested. Only such pressure will effect action and while there is every indication that friends of the bill are taking every opportunity to secure attention for it the danger of it dying in committee is real.

Book Reviews

Urban Workers on Relief—Part II—By Katherine D. Wood. Research Monograph IV, Division of Social Research, Works Progress Administration.

Data is presented for each of 79 cities in the U. S. on the occupational characteristics of workers on relief in May, 1934. The purpose is to present the variety of problems created by local conditions in contrast to Part I of this same study whose analysis and presentation of the aggregate describes an "Urban Relief Sample."

Occupational characteristics of the workers on relief are viewed against the background of the social characteristics of the relief population, and the occupational and industrial characteristics of the general population.

The 79 cities concerned represent a wide variety of economic and industrial backgrounds, located throughout the country and ranging in size from 10,000 to over 1,000,000 population. They are divided into four groups, namely, (1) commercial, and (2) diversified manufacturing, (3) specialized manufacturing, and (4) mining. Range of city differences in contrast to the averages for all cities; central tendencies toward similarity among cities, and comparisons with the usually gainfully occupied populations, are in turn related to city-size, location, occupations, and racial composition, etc.

As would be expected since all cities have much in common, their relief problems have much in common. Their differences reflect variations in economic characteristics, location, size, and possibly to a lesser extent variations in local policies of relief administration. Commercial and diversified manufacturing cities are perhaps the most typical, while specialized manufacturing and mining show the widest range of variation. Regional differences in cities appear to be present in such characteristics as racial composition and average number of relief workers in each household. In the larger cities the proportion of clerical workers to all workers on relief was higher than in smaller cities, and the average duration of unemployment for all occupations tended to be longer.

The proportion of one person families and households with no employable persons showed no relation to city size, while it appeared to be closely related to the economic type of city. The racial composition reflects the location of the city. In 11 southern cities more than 50% of the relief population consisted principally of negroes.

There was a wide range among the cities in the average age of unemployed workers on relief from 30 to 40 years of age. In most cities the average age was higher than that of the working population. Unskilled workers made up the largest socioeconomic class. The average duration of unemployment from the last job at the usual occupation for all workers was 27½ months. This ranged in the different cities from a low of six months to a high of 40 months. The high averages were in the manufacturing cities. Men were usually out of work longer than women.

The group of pre-depression unemployed are of particular importance as demonstrating the need of some permanent plan for public assistance. In over one-half of the 79 cities 15% or more had lost the last job at their usual occupation previous to 1929.

The whole publication is an invaluable mine of source material on its subject (probably the only one).

Its three main chapter headings, (1) Extent and Character of the Relief Problem in the 79 Cities, (2) The Socio-Economic Class of the Usual Occupation and the Usual Occupation of Workers on Relief, (3) Major Occupational Characteristics of Unemployed Workers on Relief in the 79 Cities; plus the supporting charts and tables indicate its comprehensiveness and detailed analysis.

The reviewer believes that everyone interested in the fields of social service or economic problems will find it well worth while to read the introduction and summary; and to make a note of where both of these volumes may be obtained for reference on the whole subject of the occupational characteristics of urban workers on relief.

SHERWOOD H. SMITH, Jacksonville, Fla.

New York Advancing Toward Social Security. Annual Report of the New York City Department of Public Welfare, William Hodson, Commissioner.

Bound in an attractive silver and black binding, the report of the Commissioner of Public Welfare of the City of New York details the activities, expenditures and changes in the department during 1936. Significant is a statement by Commissioner Hodson in the foreword as follows: "... the modern trend of legislation in New York State and in the Federal government is toward social justice rather than charity ... the new day faces the rising sun of justice, not the setting sun of benevolence."

The make-up of the report, which includes the use of picture graphs, is a welcome relief from the old typographical standard of governmental annual reports.

Recent Studies and Surveys

Chronology of the FERA: The record from May, 1933 to December, 1935 covering four phases in history of FERA: the early program, transfer to Civil Works, the emergency work program, WPA and liquidation. Prepared by Doris Carothers. Research Monograph VI. Works Progress Administration.

A Survey of the Transient and Homeless Population in 12 Cities. The Migratory—Casual Worker.

Two recent studies of the transient problem published by the Works Progress Administration, Division of Research.

Consider the Laundry Workers. A study of one phase of the sweat shop and minimum wage question.

Published by the League of Women Shoppers, 220 Fifth Avenue, New York.

Farmers Without Land. Public Affairs Pamphlet No. 12.

A summary presentation of the tenant farmer problem, prepared by Robert B. Vance of the Institute of Research in Social Science, University of North Carolina. Includes a bibliography of recent studies. Public Affairs Committee, 8 West 40th Street, New York City.

Democracy in Denmark: Published by the National Home Library Foundation, Dupont Circle Building, Washington, D. C. 25 cents per copy.

Democracy in Denmark by Josephine Goldmark and Mrs. Louis D. Brandeis, wife of Justice Brandeis of the U. S. Supreme Court, brings to a close a comprehensive study of Danish efforts to achieve democracy in its economic and political life. The book not only deals with the rise and spread of the co-operative movement in Denmark, but also shows how Denmark has led every other nation in the world in its economic recovery from the collapse sustained in 1932, when it lost nearly 60 per cent of its export market. Included in this volume is the first translation into English of Professor A. H. Hollmann's classic, "The Danish Folk High Schools." Originally appearing in its first German publication in 1909 it has ranked as the best exposition of Denmark's famous education system. While it has been translated into many languages and has gone through a number of editions, the book has never been available to English readers. It was the continued suggestion

of educators throughout the country that prompted Mrs. Brandeis to undertake the rendition into English four years ago. Thirty thousand copies of *Democracy in Denmark* have been reserved by the Foundation for schools and libraries and will be made available to them at a nominal sum.

Reprints Available

Reprints of papers by Helen I. Fisk (Retirement Planning for Private Social Agencies), and Roberta Townsend (Evaluation: An Important Aspect of Administrative Process), which appeared in the June issue of *The Compass* are now available. Single copies, 10c each. These papers were prepared for and read at the AASW meetings during the National Conference of Social Work in Indianapolis.

(Continued from Page 28, Column 2)

examination. A statistically scientific weighting scale to be applied to experience and education has been worked out.

No person was barred from taking the written test if he chose to do so after submitting applications to the Personnel Bureau of the State Department of Social Security. Job qualifications were drawn up and sent out to those who had made application.

Announcements had been sent out to all staff members, newspapers, and colleges, resulting in seven thousand persons making application for the first set of examinations.

Those who received individual notices of qualifications for the positions, following submission of their applications, checked a card indicating which examinations they wished to take. Cards of admittance to the place of examination were then supplied to such persons. These cards bore identification numbers and were collected by the examiners at the place of examination.

The sponsors of the examinations, the University of Washington and Washington State College, will have the responsibility of grading the tests and will supply the State Department of Social Security with a list of ratings on the test. Only the identification number of the applicant will be used in this list.

The Personnel Bureau expects to have a complete certified list of these positions available by the first of August.

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